'UUDLES' OF ACCOUNTABILITY:
AN ETHNOGRAPHIC POLICY ANALYSIS OF UNIVERSITY TEACHING WORK
WITHIN THE CONTEXT OF POSTSECONDARY EDUCATION IN ONTARIO

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Abstract

This ethnography explores how the everyday work of university teaching is shaped and organized by quality and accountability policies in higher education. The drive for greater accountability and transparency in Ontario postsecondary education is evident with the implementation of University Undergraduate Degree Level Expectations (UUDLEs).UUDLEs is a policy that has been implemented in the publicly assisted universities of Ontario that has mandated that the work of teaching be articulated through the use of outcomes, expectations, and standards. This research draws upon critical literature on academic restructuring, managerialism, quality assurance, accountability and efficiency reforms, and the political-economy of higher education in Canada. Moreover, the notion of quality is problematized as an empty, nebulous term that cannot be understood or realized without a common and agreed upon conceptualization.

Through interviews with faculty, management, seconded faculty members, senate members, individuals in positions of senior management, curriculum committee members, complimented with textual and critical policy analysis, the organization of the work of university teachers is explored to make visible the invisible teaching work of faculty in relationship to higher education accountability policies. I trace UUDLEs from its conception within external governing bodies to its implementation within the Faculty of Education at one university in south western Ontario.

This research is part ethnography and part policy analysis, employing tools from both. The study and its findings are framed and analyzed from a critical theoretical perspective. It is grounded in the everyday experiences of university teachers and the policies that influence their teaching work. I make visible the larger social web in which

university teachers participate by showing what it is that a university teacher does as a part of a Faculty, and as a university employee, and how higher education policies influence this work. UUDLEs are taken up by university teachers in their work through course development, curriculum planning and evaluation of students learning. In my examination of UUDLEs I consider teaching from the perspective of university teachers working in higher education.

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Table of Contents

List of Figures

List of Abbreviations

ACDME	Advisory Committee of Deputy Ministers of Education
ACER	Australian Council for Educational Research
AHELO	Assessment of Higher Education Learning Outcomes
AUCC	Association of Universities and Colleges of Canada
AVPA	Associate Vice-President Academic
C & P	Coordination and Planning Committee
CDA	Critical Discourse Analysis
CLTC	Curriculum, Learning, and Teaching Committee
CFI	Canadian Innovation Fund
CHEA	Council for Higher Education Accreditation
CMEC	Council of Ministers of Education, Canada
COED	Council of Ontario Educational Developers
COU	Council of Ontario Universities
CPDA	Critical Policy Discourse Analysis
DLEs	Degree Level Expectations
EDC	Educational Developers Caucus
EHEA	European Higher Education Area
FHEQ	Framework for Higher Education Qualifications in England, Wales and Northern Ireland
FQ-EHEA	Framework for Qualifications on the European Higher Education Area
GDLEs	Graduate Degree Level Expectations

HE	Higher Education
HEQCO	Higher Education Quality Council of Ontario
IAA	Interim Accountability Agreement
INQAAHE	International Quality Assurance Agency of Higher Education
IQAP	Institutional Quality Assurance Program
KPI	Key Performance Indicators
MTCU	Ministry of Training, Colleges, and Universities
MYAA	Multi-Year Accountability Agreements
NSSE	National Survey of Student Engagement
OBL	Outcomes Based Learning
OCAV	Ontario Council of Academic Vice-Presidents
OCGS	Ontario Council of Graduate Studies
OCT	Ontario College of Teachers
OCUFA	Ontario Confederation of University Faculty Associations
OECD	Organisation for Economic Co-Operation and Development
OFRC	Ontario Financial Review Commission
ONCAT	Ontario Council on Articulation and Transfer
OSAP	Ontario Student Assistance Program
OUCQA	Ontario University Council on Quality Assurance
PEP	Practicum Evaluation Protocol
PEQAB	Postsecondary Education Quality Assurance Board
PISA	Program for International Student Assessment
PSE	Postsecondary Education

QA   Quality Assurance

QAA   Quality Assurance Agency (for Higher Education)

QAF   Quality Assurance Framework

UAP   University Action Plan

UPR   Undergraduate Program Review

UPRAC   Undergraduate Program Review Audit Committee

USWO   University of South Western Ontario

UUDLEs   University Undergraduate Degree Level Expectations

VPA   Vice-President Academic

CHAPTER 1: Introduction

This study is about higher education policy construction and implementation. In it, I explore how the everyday work of university teaching is organized by accountability policy texts in higher education. This project specifically considers the expression and enactment of the University Undergraduate Degree Level Expectations (UUDLEs) policy in one postsecondary institution in the province of Ontario. This policy evolved within the context of an accountability framework and it reflects the drive for greater accountability and transparency in Ontario postsecondary education. The UUDLEs policy, mandated by the Ontario Council of Academic Vice-Presidents (OCAV), requires the articulation of program goals and learning outcomes for every undergraduate degree offered by the publicly assisted universities of Ontario. My research is grounded in the experiences of university teachers and the policies that influence their teaching work. UUDLEs are taken up by university teachers in their work through course development, curriculum planning and evaluation of students' learning. In this examination of UUDLEs I consider teaching from the perspective of university teachers working in higher education.

Statement of the Problem

Accountability frameworks[1], such as UUDLEs, have changed the work that we do as university teachers and thus the way we teach. I am curious about where the UUDLE initiatives came from, how the UUDLEs policy affects university teaching work, and further, how the UUDLEs policy may affect students' learning. Responsibilities for learning outcomes, degree level expectations, and program reviews have been

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[1]This term is explored more fully within the 'Definition of Terms' section of this chapter.

downloaded to university teachers, adding another layer to their teaching work that may not be visible in the classroom, or to others in and out of the university. This invisibility is especially true for individuals in higher education who do not participate in the work of university teaching and therefore may not understand how teaching work is done.

The problem explored within this research is how the UUDLEs policy was implemented within one Faculty of Education in one Ontario University. The nature of teaching work is being reconfigured as accountability frameworks standardize and restructure the work of university teachers. This reconfiguration is an aim of management: accounting for and assessing the complex circumstances of university teachers are simplified in order to manage interactions with them while maximizing outcomes. The goal of the UUDLEs policy is to produce measureable data, by means of facilitating input/output measurements to increase accountability and comparing effectiveness across the institution and institutional sites. The "continuous policy cycle" (Bowe, Ball, & Gold, 1992, p. 19) makes visible outcomes based learning, labour market mobility, quality teaching, and commensurability of higher education as instruments and goals of quality assurance.

Numerous researchers (Ball, 2009; Ozga, 2000; Taylor, 1997; Vidovich, 2001) have argued for a broader definition of educational policy that would include practices within schools, and classrooms. Vidovich (2001) claims that teachers are also policy makers as they "...actively engage in both the construction and interpretation of policy within their schools and classrooms" (p. 1). This statement also holds true for university teachers as is evidenced in the presentation of findings chapters within this dissertation. Through the use of informant narratives and policy texts, I tell the story of how the

UUDLEs policy was interpreted and articulated by university teachers, despite the fact that policy construction took place outside of the university. This higher education policy informs the work/practices of university teaching, both inside and outside of the classroom.

There is increasing resistance to the division of the construction and implementation phases (Vidovich, 2001) of the "continuous policy cycle" (Bowe, Ball, & Gold, 1992, p. 19). Additionally, there is consensus amongst some higher educational policy analysts that there is a need to account for both micro and macro levels of the policy process. Moreover, critical research needs to be done that focuses on locating higher education policy making within its economic, social, cultural, and historical contexts (Ball, 1994; Bowe, Ball, & Gold, 1992; Dehli, 2009; Magnusson, 2011, 1997; Vidovich, 2007, 2001; Taylor, 1997). Taylor (1997) stresses the importance of exploring the *linkages* between the micro and macro levels of the policy process (original emphasis). She places particular weight on highlighting relationships of power. Taylor (1997) states that policy researchers should be conscious of the contexts, texts, and consequences. My research details the political economic contexts in which the UUDLEs policy emerged. I discuss numerous texts related to the UUDLEs policy, and identify and discuss numerous consequences of the UUDLEs policy implementation. Vidovich (2007) concurs with Taylor (1997) that policy analysis "...which brings together macro and micro perspectives can facilitate empowerment to actively participate in both policy interpretation and policy construction, and therefore to re-invigorate a professional autonomy which is threatened when policy is defined only in top-down, state-control terms" (Vidovich, 2007, p. 295).

Taylor (1997) states that having an understanding of policy processes as the "politics of discourse" may be extremely valuable to those involved in "'on the ground' struggles in the various arenas of education policy making" (p. 34). By critiquing higher education policy, decision making, and policy implementation, as well as identifying the consequences of the policy process, I seek to raise the consciousness of managers and university teachers by making visible the transformative effects of policy, and the inter-weaving of discourses in their everyday lifeworld (van Manen, 1997).

Focus of the Study

Focusing on the Faculty of Education at one university in South Western Ontario, heretofore referred to as the University of South Western Ontario (USWO), this research commences with people's everyday work, but begins to shift as I identify and describe a web of policy-making and policy-implementation that shapes course outcomes for university teachers in their teaching work. I examine the textual processes through which educational policy, such as UUDLEs, was developed and then implemented through governing bodies, universities, and faculties. I make visible the larger social web in which university teachers participate by showing what it is that a university teacher does as a part of a Faculty and as a university employee and how higher education policies influence this Faculty work. I critically explicate the UUDLEs requirement that Faculty articulate program goals and learning outcomes as a policy process that forms a web in which university managers, university teachers, and other university stakeholders become entangled. I will analyze the implications for university teaching and learning, academic freedom, and institutional autonomy.

My project uses a qualitative methodological approach. This dissertation derives from a five-year ethnographic case study of a Faculty of Education subculture composed of university teachers and managers at a large university in South Western Ontario. It is part ethnography and part textual analysis, employing tools from both. The study and its findings are framed and analyzed from a critical theoretical perspective.

Research Questions

The following questions are central in guiding this research:

a) How does the UUDLEs policy organize the everyday work of university teaching? How do Faculty manage the multifaceted work of teaching in higher education? For example, how does the provincial mandate of learning outcomes and degree level expectations shape the everyday teaching work on the ground?

b) How is the work of university teachers shaped in relation to a complex of institutional processes and power (i.e. university managers and policies such as accountability frameworks, faculty and quality assurance)?

c) What are the implications of the UUDLEs policy for teaching and learning in a university?

Central Objectives

The central objectives of this project are:

1) To describe how the everyday lifeworld (van Manen, 1997) of university teachers in a Faculty of Education at South Western Ontario responded to the provincial mandate of writing and implementing the UUDLEs policy.

2) To demonstrate how the everyday work of university teaching is shaped and (re)shaped by institutional policy processes and power.

3)   To articulate the implications of findings through a critical theoretical and conceptual

framework.

Rationale for Research

Higher education in Canada and internationally is experiencing major reforms of

accountability to ensure and demonstrate quality and to increase efficiency. In Ontario,

one manifestation of this trend is the utilization of University Undergraduate Degree

Level Expectations (UUDLEs) that inform and potentially transform how the work of

university teaching is organized. The ultimate goal of this research is to make the

relationship between the UUDLEs policy and the work of university teachers visible to

people who participate, within higher education accountability reforms. This dissertation

tells a story of senior managers making decisions to formulate and then implement higher

education curriculum, teaching and learning policy, the ways that curricular issues were

taken up or resisted by faculty members, and the consequences of management's

decisions on University teaching and learning.

My aim is to explore a particular location within a Faculty of Education and make

visible the sets of institutional processes and interactions that organize the work of

university teachers. For this reason my methodological approach is informed by

ethnography which offers the possibility of illuminating people's everyday experiences

and activities (Agar, 1996). As stated previously, Sandra Taylor (1997) encourages the

critical researcher to consider the context of the policy, the texts themselves, as well as

the consequences of policy implementation. This provides the rationale for the use of

ethnography to explore this issue.

In addition to exploring literature on university teaching (Ball, 2009; Beauchamp & Parsons, 2000; Biggs, 2003; Magnusson, 2011; Muzzin, 2009, 2008; Pocklington & Tupper, 2002) this research draws upon critical policy literature on academic restructuring (Jones, Shanahan, & Goyan, 2004; Ozga & Jones, 2006; Wellen, Axelrod, Desai-Trelokekar, & Shanahan, 2012), managerialism (Acker, 2010; Clarke & Newman, 1997; Codd, 2005; Deem, 1998; 2009, Deem & Brehony, 2007), quality assurance (Biesta, 2009; Leyton-Brown, 2005; Slaughter & Rhoades, 2004), accountability and efficiency reforms (Bruneau & Savage, 2002; Buchbinder & Newson, 1990; 1988; Rhoades & Slaughter, 2004), and the political economy of higher education in Canada (Fisher, Rubenson, Jones & Shanahan, 2008; Shanahan & Jones, 2007). This literature provides an important context for the project within which the UUDLEs policy emerged.

Location of Self (Member Knowledge)

Ethnography aims to make visible the social interactions that organize the everyday work of people's experience. I am not a faculty member or professor in a Faculty; however I have been employed in various departments and faculties, including faculties of education and a Faculty of Applied Health Sciences in Ontario universities, as a course instructor, lab demonstrator, course coordinator, and teaching assistant. All of these positions I categorize under the umbrella of university teacher as the work encompasses teaching university students - although the terms of employment and responsibilities within a faculty significantly differ from that of a full, tenured or tenure-stream professor.

Although, I have participated in the larger apparatus of university teaching within the postsecondary sector of education, I have done so without the same institutional

obligations as those whom I interviewed within this study. While not all were required to sit on committees or attend faculty meetings, those with whom I spoke were participants in the governance structure of the university.

Throughout this research I have presented the voices of my informants and have interjected my own voice, stories, and experiences where I believe them applicable in the context of this research.

Definition of Terms

Lifeworld

My use of the term 'lifeworld' is borrowed from van Manen's (1997) *Researching Lived Experience*. van Manen's notion of the lifeworld, or the world of lived experiences, is adapted from the work of Husserl (1970). In his text, *The Crisis of European Sciences and Transcendental Phenomenology*, Husserl describes a lifeworld as a world of immediate experience. He asserts that each lifeworld makes visible particular pervading structures which require exploration. In my project, I make visible particular pervading structures of university management as policy is created and then imposed upon and embedded within the work of university teaching. With the implementation of policy, the policy itself becomes a part of the everyday lifeworld of a university teacher.

University Teachers

By university teacher I mean anyone who is employed within the university in a teaching capacity. Initially I intended to limit this term to tenured or tenure-stream faculty, however, in doing so I would negate my own teaching experience of teaching in higher education.

University teachers can include anyone employed to teach students within the university at any level. These are the individuals who design and employ lesson plans and learning material, who engage with students at a personal and not so personal level. They organize courses that students take in order to complete their program and receive their degree. Managers (VPs, the president, chancellor, stakeholders) are not the individuals that university teachers interact with on a daily basis. And yet, these 'others' are present and are a significant part of university teaching work within the institution, even though they are not explicitly part of the relationship between teacher and student. It is also important to acknowledge the ways in which the work of managers is organized and (re)organized and filters downward to affect and coordinate the work that university teachers do. In other words, managers play a large, although perhaps invisible part of how university teaching work is organized. For the purposes of this research, my point of entry is from the standpoint of university teachers.

A university teacher's work may include, but is not limited to the creation of a syllabus, lecturing to students, running tutorials or seminars, supervision of students, and evaluation. I am particularly interested in how the work of teaching is organized through and by the institution and institutional processes. Investigating the particular experiences of university teachers within a Faculty of Education illuminates instances where policy, pedagogy and market influences may coordinate their work. This research invited those involved to look at their own work introspectively and further, this reflection was designed to enable participants to become agents of change within a managerialist regime (Deem, 2009; 1998).

Policy

I adopt Stephen Ball's (1994) definition of policy in this study. Ball's (1993) conceptualization of policy as text is based on theoretical underpinnings which views policies as representations which are then taken up and enacted in various ways. As Vidovich (2001) states, any text will have any number of readings by any number of readers. The possibility becomes that each reader may have a different understanding as their own lived experiences shape they ways in which they read the text. Ball (1994) emphasised that this does not rule out any attempt by the authors to declare their intentions and/or control over one's reading of a text. For Ball policy is both text and action, words and deeds, is what is enacted as well as what is intended (cited by Vidovich, 2007).

Accountability Frameworks

According to the Higher Education Quality Council of Ontario (2009b) an accountability framework is a tool to initiate and bring about change in postsecondary education (PSE). To this end, it encourages both qualitative and quantitative evaluation of performance relative to targets, creates linkages between the accountability and planning, and sets specific targets for PSE system goals. Specifically, an accountability framework is an instrument for reporting to the public on PSE relative to expectations. Additionally, it is used to communicate and reflect institutional priorities, to report on performances relative to said expectations, and to guide planning (HEQCO, 2009a).

In postsecondary education, we are enveloped by accountability frameworks. They are embedded in our everyday work from the passing of policy legislation to the daily use of accountability jargon in academic discourse. Provincial governments,

specifically the Ontario government, have adopted market accountability to make sure that university programmes remain relevant to the needs of society (students, parents, stakeholders, etc.) and the market (Buchbinder, 1993; Readings, 1996). Performance indicators, along with program reviews, audits, and the creation of accountability frameworks, have since been introduced as markers of accountability and of assuring quality. With the implementation of the UUDLEs policy, faculties are now required to articulate standardized learning outcomes and degree level expectations that reach across each individual faculty.[2]

Outline of Dissertation

In Chapter Two I frame the project both theoretically and conceptually. Specifically I discuss my use of Critical Theory, Bowe, Ball and Gold's (1992) "continuous policy cycle" (p. 19) and Goldberg's (2005a) "discursive policy web" (p. ii). Chapter Three describes my qualitative research methods and articulates my use of ethnography as a method of inquiry. Within the scope of that chapter I explicate my processes of collecting, analyzing, and presenting data, as well as my approach of doing textual analysis and other ethnographically based activities.

In Chapter Four I discuss the political-economic context of postsecondary education. This review of literature serves to help locate my position (the researcher) within this research. Moreover, it serves as a contextualization piece in order to lay the foundation upon which the current research begins. In this chapter, I examine the broader

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[2]This process of policy implementation is specific to the University of South Western Ontario. Other universities have not required that each faculty/department/unit articulate this framework but rather have a set of overarching degree level expectations for the university.

landscape of globalization, neoliberalism, and managerialism, as these discourses lay the groundwork for the development and implementation of the UUDLEs policy.

In Chapter Five I present accountability frameworks in Ontario as a result of the policy archaeology, in this manner excavating the UUDLEs policy. It is within this chapter that I explore various policies that the publicly assisted universities of Ontario have encountered and enacted over the last few decades. I explore how it is that UUDLEs have become entrenched within the existing regime of public postsecondary education policy.

In Chapters Six and Seven I present my findings. I draw heavily from the everyday experiences of my informants in order to illustrate the UUDLEs policy as both a "continuous policy cycle" (Bowe, Ball, & Gold, 1992, p. 19) and a "discursive policy web" (Goldberg, 2005a, p. ii) as I walk the reader through its development, implementation, and consequences. Chapter Six is organized around the experiences of those who sat on university governing bodies, as well as those who developed the UUDLEs framework and did the actual work of disseminating them around the province and in the universities. The data presented in Chapter Seven is at the heart of the dissertation. It is within this space that I explicate the experiences of the sequential curriculum committees and how it was that they engaged with the UUDLEs mandate and did the work of writing and presenting it to the faculty. Additionally Chapter Seven reviews a number of changes regarding the program review process and the amalgamation of two review bodies.

Chapter Eight is where I present my analysis and implications of findings. I demonstrate how it is that participating in such work weaves an entire faculty into the

policy process of an accountability framework. I revisit a number of critical issues that are in need of further interrogation. I present policy makers rationale for implementing the UUDLEs policy followed by university teacher responses to the actual mandate. I also return to the concept of constructing UUDLEs as both a "continuous policy cycle" (Bowe, Ball, & Gold, 1992, p.19) and a "discursive policy web" (Goldberg, 2005a, p. ii). It is within this chapter that I seek to answer the research questions that I have posed above.

Chapter Nine is the concluding chapter of this dissertation. I review a number of key concepts presented in this dissertation, propose steps for moving forward, and identify spaces for future research.

CHAPTER 2: Theoretical and Conceptual Frameworks

This chapter theoretically and conceptually frames the project, outlining and describing my use of critical theory, the theoretical framework, as well as the two conceptual frameworks that guide my analysis and presentation of findings: Bowe, Ball, and Gold's (1992) "Continuous Policy Cycle" (p. 19), and an adaptation of Michelle Goldberg's (2005a) "Discursive Policy Web" (p. ii). These frameworks are the guiding perspectives that provide the structure of this research to advocate for university teachers.

I differentiate a theoretical framework from a conceptual framework whereby a theoretical framework is an explanation providing a general representation of relationships about the phenomenon being studied (Knobloch, 2010). In other words, it is the lens through which the researcher views the world. A conceptual framework provides the structure through which the research problem will be explored. It assists in describing the relationship between specific variables identified by the researcher and the natural progression of the phenomenon (Camp, 2001, as cited by Knobloch, 2010).

Theoretical Framework

Critical theory[3] as a theoretical lens in this qualitative research design is used to investigate how the everyday lifeworld of university teachers (van Manen, 1997) is informed and/or transformed by the UUDLEs policy. Critical theory is a kind of inquiry that seeks to explore and gain insights into the relationships of power, and endeavours to

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[3]Critical theory came out of the Frankfurt Institute for Social Research, hereafter referred to as the 'Frankfurt School', in the 1920s and 1930s Germany. Its leading members were Max Horkheimer, Theodor W. Adorno, Walter Benjamin, and Herbert Marcuse who shared one primary goal which was to accept emerging forms of capitalism and to "...radically reconstitute the project of human emancipation that in traditional Marxist theory had been projected as the proletarian revolution" (Piccone, 1990, p. 21). Abandoning Marx's belief in inevitable revolution, they turned towards 'critique' as a mode of social action (Pollock & Cox, 1991).

make visible limitations interfering with "...free and equal participation in society"
(Grams & Christ, 1992, p. 96). The insights gained from the use of critical theory is
significant as my goal is to illuminate how the work of university teachers is shaped by
institutional policy processes and power by tracing, ethnographically, the formulation and
implementation of the UUDLEs policy. Employing a critical theoretical framework
assists in challenging the status-quo within university policy implementation processes,
as well as making visible the embedded operations of power within the university
structure (Madison, 2012). Furthermore, in drawing attention to the connections between
micro and macro levels of the policy process it is possible to highlight and critically
analyze relationships of power through the lens of a critical theoretical framework
(Taylor, 1997).

In this research, critical theory is used to make visible the hidden assumptions and
forms of social practice with which university teaching is done (Bronner, 2011; Nielsen,
1992). The uncovering of hidden or invisible assumptions is noteworthy because critical
theory has become a means to raise one's own critical awareness as an ongoing process
(Pollock & Cox, 1991; Rexhepi & Torres, 2011). My aim is not simply to predict,
describe, or explain and interpret data but rather, to demonstrate how the formulation,
development and implementation of the UUDLEs policy organize experiences of
university teachers in a Faculty of Education. I critically analyze higher education
policies to explore how policy discourses from numerous sources create a "truth"
(Goldberg, 2005a, p.90) about university teaching. This enlightenment (Nielsen, 1992)
reveals certain relationships within the institution that seek to manage the work of
university teachers. Nielsen (1992) states that this 'enlightenment' may help to make

people aware of "...hidden coercion, thereby freeing them from that coercion and putting them in a position to determine where their true interests lie" (p. 267). This research invites university teachers to reflect on their own work and create conceptions for them to empower themselves to become agents of change within the institution.

According to Max Horkeimer, the Frankfurt Institute for Social Research's director and intellectual mentor, critical theory is an approach that seeks emancipation (Pollock & Cox, 1991) and is concerned with how things *could* be otherwise (Bronner, 2011, my emphasis). Because critical theory is a reflective theory, it provides the opportunity to acquire knowledge and to lead one to become emancipated. By facilitating praxis and dialogue it equips those who use critical theory to contest and contradict discourses of domination (Pollock & Cox, 1991). As stated in Chapter One, by critiquing the UUDLEs policy, the decision making regarding its development and implementation, as well as identifying the consequences of the policy process, I aim to raise the consciousness of managers and university teachers. As Pollock and Cox (1991) state, critical theorists debate about how to read the world but with an eye towards shaping it. I am interested in gaining a deeper understanding of the politics of discourse in seeking enlightenment and emancipation to those involved in "...on the ground struggles in the various arenas of education policy making" (Taylor, 1997, p. 34). Through this critique of higher education policy, the UUDLEs policy process, and its consequences, I advocate for changes to the ways in which we talk about and engage in teaching and learning as well as policy/decision making on teaching and learning in higher education.

Continuous Policy Cycle Approach

I view policy as a process - one which incorporates policy construction as well as "subsequent practices which may bear little resemblance to the original intent" (Vidovich, 2007, p. 286). Ball's (1994) work has broadened the landscape of educational policy studies from the macro level (which most often has a government focus) to include the micro level (e.g. schools and classrooms) (Vidovich, 2007).

Bowe, Ball, and Gold (1992) have proposed a metaphor for policy development, formation, implementation, and consequences which they term a "continuous policy cycle" (p. 19). They acknowledge their belief that the focus should be on both the formation and the active interpretation of policy discourses thus, linking policy texts to practice (Bowe, Ball, & Gold, 1992; Vidovich 2001). This non-linear policy trajectory (Vidovich, 2001) was developed in order to follow the numerous and continuous transformations between macro and micro levels of the policy process. The "continuous policy cycle" (Bowe, Ball, & Gold, 1992, p. 19) allows for a:

> ...recontextualisation of policy through three primary policy contexts: *the context of influence* (where interest groups struggle over construction of policy discourses); *the context of policy text production* (where texts represent policy, although they may contain inconsistencies and contradictions); and *the context of practices/effects* (where policy is subject to multiple interpretations and recreations) (Vidovich, 2007, p. 289, my emphasis).

According to Gale (1999) as cited by Goldberg (2005b), policy texts (such as UUDLEs) do not stand in isolation but rather, in intertextual relationships in contexts, further reinforcing the use of the continuous policy cycle as a conceptual framework within this

research. Using contexts is a useful way to "...explain why different policies are taken up and have different effects in different countries given the different contexts in those countries" (Goldberg, 2005b, p. 6). Bowe, Ball, and Gold's (1992) figure *Contexts of Policy Making* is depicted in *figure 2*.1.

Figure 2.1 *Contexts of Policy Making*

Context of Influence

**Context of Policy
Text Production**

Context of Practice
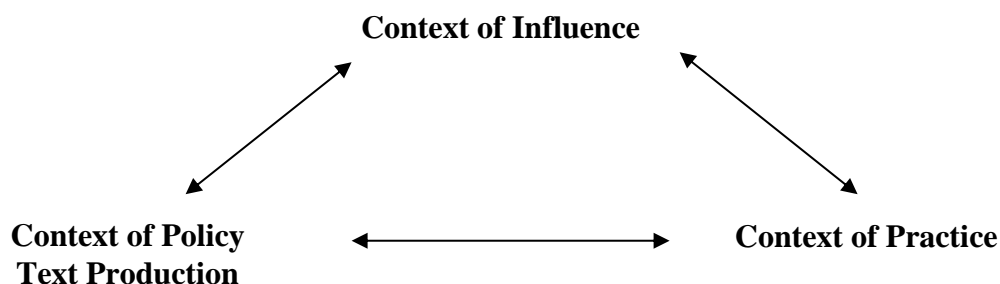
The three contexts of the "continuous policy cycle" (Bowe, Ball, & Gold, 1992, p. 19) work on all levels of the policy trajectory. Each of the following contexts may occur anywhere in the policy trajectory from macro to micro levels (Vidovich, 2001). The first of the three contexts, the *context of influence*, is where the public policy is usually initiated (my emphasis). This is also where the discourses are constructed. Bowe, et al. (1992) state that this is where interested parties compete and struggle to *influence* (my emphasis) the definition and/or social purposes of education - "particularly what it means to be educated" (p. 19). In addition to an excavation of international and national policy texts related to outcomes based learning and accountability frameworks;[4] I have interviewed members of the sub-group on UUDLEs who were responsible for the

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[4] I use policy archaeology (Scheurich, 1994), a tool of data analysis, to do so. This technique is discussed in Chapter three.

development of this policy text. In doing so I have tried to capture their intentions for the document and how they believed it could *influence* teaching and learning in higher education.

While the context of influence is related to the articulation of fixed interests and ideologies, the *context of policy text production* is articulated in the everyday language of the general public good (Bowe, et al., 1992, my emphasis). Bowe, et al. (1992) suggests that policy texts merely *represent* policy (original emphasis). In my presentation of findings chapters I present the narratives of those who sat on the committee responsible for the construction of the UUDLEs policy and discuss the rationale for the choice of categories and headings utilized when constructing the UUDLEs policy.

Thirdly Bowe, Ball, and Gold (1992) state that there are real consequences in response to any policy implementation. The *context of practice* is the arena in which the policy is received (my emphasis). A significant point made by the authors is that policy is not simply received and implemented in the context of practice, but that it is subject to interpretation and then recreated. I demonstrate in my presentation of findings how the UUDLEs policy was reiterated numerous times by the sequential curriculum committees in the Faculty of Education at the University of South Western Ontario. The re-creation of the UUDLEs policy is a critical context within the policy cycle.

In 1994, Ball extended the "continuous policy cycle" (Bowe, et. al., 1992, p. 19) to include two additional contexts; the *context of outcomes* (my emphasis) "...which is concerned with the impact of policies on existing social inequalities" (Vidovich, 2007, p. 289); and the *context of political strategy* (my emphasis) which is concerned with the

identification of strategies to challenge and respond to the inequalities. This is a discussion that I will return to in Chapters Eight and Nine.

Vidovich (2007, 2001) has posed a series of questions under the umbrella of Ball's contexts (influences, policy text production, and practices/effects) as a sort of "menu" (p. 14) from which the researcher may select as they interrogate a particular policy process. I draw from Vidovich's "menu" (p. 14) using select questions to guide and underpin the detailing and organization of this ethnography. See *figure 2.2* for a list of questions used in this research. A full list of Vidovich's questions is included as Appendix C.

Vidovich identifies that questions about the contexts of outcomes and political strategies are not included but suggests that the researcher should return to the bigger picture of social inequalities after an analysis of micro level policy practices. I do so in the final chapters of this dissertation. She cautions that these questions are not to be treated as a definitive checklist, nor should they be read in isolation.

Winton (2010), a critical policy analyst, refers to Bowe, Ball, and Gold's (1992) policy cycle suggesting that the policy cycle approach assists in the recognition of "agency of local actors in policy processes" (p.71). Vidovich claims that, Bowe, Ball, and Gold (1992) stress the "...agency of individual practitioners in constructing policy at local level" (2001, Introduction, para. 3). In an effort to utilize the policy cycle as the researchers intended, I have sought to make visible and present the individual practitioners in this study – those who developed and implemented the UUDLEs policy, and perceived the effects. I focus particularly on contexts of influence, policy text production and practices/effects.

Figure 2.2*Vidovich's (2007, 2001) Contexts Questions Menu*

Context of Influence: What struggles are occurring to influence the policy?	Are global/international influences evident?
	How are global/international influences operating?
	What are the prevailing ideological, economic and political conditions?
	What other interest groups are attempting to influence policy?
	Over what time period did the context of influence evolve before the policy was constructed?
Context of policy text production: What struggles are occurring in the production of the policy text?	Why is the policy text produced at a particular place and time?
	When did the construction of policy text begin?
	Which interest groups are represented in the production of the policy text and which are excluded?
	What processes are used to construct the policy text and why?
	What compromises are made between the different interest groups and how were they negotiated?
	Whose interests are the policy intended to serve?
	What are the dominant discourses of the policy text and which discourses are excluded?
	What issues constitute the focus of the policy? Related to global/international agendas?
	Who is the intended audience?
	How accessible/understandable is the policy text to the audience?
	Are the steps for implementation set out as part of the policy text?
	Is there a pre-specified mechanism to evaluate the policy?
Context of practice/effects: What struggles are occurring over the policy practices/effects?	Are global/international influences evident in the policy practices at local How open is the policy to interpretation by practitioners?
	How well is the policy received?
	Who put the policy into practice?
	What processes are used to put the policy into practice and why?
	To what extent is the policy resisted? Collective or individual resistance?
	Are practitioners at the local level empowered by the policy?
	What are the unintended consequences?
	Is there a disjuncture between the original policy intent (macro level) and subsequent practices (micro level), and if so why?

Discursive Policy Web

To complement the "continuous policy cycle" approach (Bowe, Ball, Gold, 1992, p. 19) described above, I have adapted Goldberg's (2006, 2005a) concept of a "discursive policy web" (2005, p. ii) as a way to facilitate a broader understanding of the policy process. I draw upon her critical policy research in presenting UUDLEs as a policy process that situates university teachers in a complex discursive web. Goldberg (2005a) articulates that policy is an abstract organization of discourses that exist in place and time and that materialize out of interface and disjunctures between multiple discourses from multiple voices in a given context.

Goldberg (2005a) endorses a study of policy at any given time, in a given policy field, that includes analysis of multiple discourses from multiple sources and the interactions between them. This approach helps to make visible the influence of discourse on one's lifeworld (van Manen, 1997). Goldberg's metaphor of a discursive web helps to provide a deeper understanding into how policy texts influence reality suggesting that at any point in time there are a variety of discourses circulating. She asserts that discourses circulate in different bodies such as government, professional organizations, and the individuals themselves (2005a, 2005b).

Goldberg (2006; 2005a; 2005b) uses the metaphor of melted marshmallows in a pot to assist in the visualization of the discursive policy web. Imagine dipping one's hand into the pot and having it emerge full of melted marshmallow - sticky, stringy, and messy. This metaphor is how Goldberg sees discourse in operation. "Intertangled, multiple discourses from multiple sources work together so well so that we cannot see

where one begins and another ends" (Goldberg, n.d. p. 2). Goldberg purports that they are so entangled that one may be unable to recognize individual discourses.

This web facilitates an interpretation of the discursive context as relationships between discourses across policy issues, illustrating the way policy is shaped by discursive struggles. I include a historical, political and cultural description and analysis in this project. The term relationships is significant"...for it is the particular relationship among discursive formations that constitutes the rules of formation that constitute objects" (Goldberg, n.d., p. 3). This web further highlights that while some discourses are consistent with each other, other discourses exist/co-exist in conflict and competition for predominance. Within the policy web, one discourse emerges as the central nexus or hub which works to legitimize some discourses (and devalue others) enabling or constraining the impact of certain discourses (Goldberg, 2005a). Goldberg refers to this hub as the "predominant discourse" (2005a, p.76). I make visible how the discourse of *commensurability of higher education outcomes* emerges as the predominant discourse through my sharing of participant narratives and critical policy discourse analysis.

Goldberg (2005a) states that ideology is an abstract perception of the ideas located behind the discourse (but within the discursive web). Grams and Christ (1992) offer that ideology "... is a form of social constraint that places an individual in a certain social position and then obscures that act of placement by making it appear natural or inevitable rather than social or convention" (p. 97). Consequently, ideologies become a part of our identity and serve to formulate our belief system. Ideology establishes the context in which one discourse will emerge as predominant. The context is made up social, political, and economic structures that are based on beliefs and ideals (Held, 1980,

as cited by Grams & Christ, 1992). Habermas claims that it is a function of an ideology to legitimize and justify unequal distribution of power (Nielsen, 1992).

Discourse shapes and is shaped by ideologies. "Ideology is a set of ideas that live in discourses, discourses exist as evidence of ideology. The ideology gives meaning to the discourse in the web and specifically ripens the environment for one discourse to emerge as predominant" (Goldberg, 2005a, p. 108). Within the UUDLEs policy web I maintain that there are two major ideologies working to coordinate and influence it: globalization and neoliberalism. These major ideologies give rise to the discourse of *commensurability of higher education outcomes* to emerge as predominant.

To summarize, within the UUDLE discursive web, the discourse of *commensurability of higher education outcomes* emerges as the predominant discourse. Globalization and neoliberalism are the key ideologies working within the context to influence this web, legitimize the predominant discourse and give it meaning. These ideologies link higher education policy to international and national educational interests (e.g. the Bologna Process, outcomes based learning, UUDLEs, and other accountability frameworks) as an investment in our students learning and labour market, and as a means to compete in the global marketplace. Thus it subjects university teaching work to market-driven forces and business values, and reaffirms it as a public good for all (Goldberg, 2005b).

Conclusion

In this Chapter I have introduced and described my use of critical theory which serves to frame this project theoretically, and two conceptual frameworks through which

my research should be viewed. In the next Chapter I present the research methods

employed in my dissertation.

CHAPTER 3: Research Methods

This chapter provides an overview of the research methods employed in this project, articulating the use of ethnography, and textual analysis, specifically critical policy discourse analysis and critical theory. Within the scope of this chapter I explicate my process of collecting, analyzing, and presenting data, as well as my approach to doing policy archaeology (Scheurich, 1994) and other ethnographically based activities such as interviews, participant observation, field work, and personal experience within higher education contexts. I employ these tools to demonstrate how the formulation, development and implementation of the UUDLEs policy shaped interactions and orchestrates the everyday experiences of university teachers in a Faculty of Education.

Overall Research Design

This work is a qualitative, ethnographic, policy study in which I explore how the everyday lifeworld (van Manen, 1997) of university teachers is organized by policy texts targeting accountability, quality and efficiency in higher education. The purpose of this study is to identify how the University Undergraduate Degree Level Expectations (UUDLEs) policy influences and organizes the everyday work of university teaching, using ethnographic techniques as well as critical theory. I employ critical policy discourse analysis (Goldberg, 2006, 2005a, 2005b, n.d.) and policy archaeology (Scheurich, 1994) as my methods of data analysis. I will define both of these methods in this chapter.

Three questions guide this research. *How do UUDLEs organize the everyday work of university teaching? How is the work of university teachers shaped in relation to institutional policy processes and power? What are the implications of UUDLEs for teaching and learning in a university?* My main objectives in this project have been: to

describe how the everyday lifeworld (van Manen, 1997) of university teachers in a Faculty of Education at South Western Ontario has been shaped and (re)shaped in response to the provincial mandate of writing and implementing the UUDLEs policy, and to articulate the implications of findings through a critical theoretical framework.

Methodological Approach

To understand the many threads of the UUDLEs policy web, I stepped beyond the scope of my own experiential knowledge of university teaching and entered the field of study. The data collected for this study came from critical discourse analysis of policy documents, textual analysis, participant observation, formal and informal interviews, and field notes (Schecter, Parejo, Ambadiang, & James, in Press). The contents of informal conversations I recorded as field notes.

I formally commenced fieldwork in July 2009, although I have been in the field as a university teacher for many years. As a university teacher in the Faculty of Education at USWO, I also brought with me working knowledge of the Faculty and its members. Engaging in committee work, attending in-house conferences and symposiums, as well as chairing a number of committees, allowed me to participate in and extensively observe faculty governance. My partaking in these events facilitated a unique vantage point to participate, observe discussions, debates, disagreements, resolutions, everyday talk, everyday work, and so on as it *happened* around me. Everything I was now doing would be informed, and was informed by a particular lens. van Manen (1997) suggests that the "...best way to enter a person's lifeworld is to participate in it" (p. 69). With the formal commencement of this project I fully immersed myself in the field which necessitated that I be both a participant and observer (van Manen, 1997). This duality required that I

constantly step back and reflect on what it was I was seeing, reading, hearing, and speaking.

In order for me to understand how the lifeworld (van Manen, 1997) of a university teacher is organized, changed, or transformed through the implementation of UUDLEs, I required a method of inquiry that would facilitate this understanding, and allow me to "...unravel contexts and connections within the undercurrents of the narrative universe..." (Madison, 2012, p. 36). An ethnography is one form of ethnographic research whereby the researcher has a keen interest in advocating for the liberation of marginalized groups (Creswell, 2002).

I argue in this research that university teachers are marginalized by university management. Moreover, the ethnographer goes behind-the-scenes, disrupts the status quo, and, as Madison (2012) states "...unsettles both neutrality and taken-for-granted assumptions by bringing to light underlying and obscure operations of power and control" (p. 5). I have utilized ethnography to highlight and identify the ways in which one higher educational policy was created and implemented, as well as the consequences felt by those who are required to take it up - both in the enacting of policy and in the compliance with the policy once implemented. I advocate for changes to the ways in which we talk about and engage in teaching and learning as well as policy/decision making on teaching and learning in higher education.

Ethnographic inquiry takes as a central tenant that any group of people interacting for a period of time will evolve a culture (Patton, 2002) which Creswell (2007) refers to as a "culture-sharing group" (p. 71). "Typically, this group is one that has been together for an extended period of time, so that their shared language, patterns of behaviour, and

attitudes have merged into a discernible pattern" (Creswell, 2007, p. 71). The culture-sharing group within my research is university teachers in the Faculty of Education at South Western Ontario, particularly the members of the sequential[5] committees on Curriculum, Teaching, and Learning. I articulate this particular culture-sharing group's shared and divergent beliefs, satisfactions and discontents, and individual everyday experiences, as well as how this group, collectively over time, takes up and responds to the UUDLEs mandate. Employing data collection instruments of interviews, participant observation and field work provided me with the information necessary to describe a culture-sharing group (Creswell, 2002) and the ways a cultural-sharing group works, as well as to explore shared beliefs, language, behaviours, and existing or emergent issues such as power and resistance (Creswell, 2007, 1998; Patton, 2002; van Manen, 1997).

Creswell (2007) further offers that ethnographers describe a holistic perspective which includes cultural concepts such as the social and political structures, and the "...social relations or *function* among members of the group" (p. 71, original emphasis). I do so through the presentation of narratives from my informants in addition to segments abstracted from policy texts. Typically, the presentation of data is descriptive. I reflect the following statement by Creswell (2002) in my story telling of the UUDLEs policy formation and implementation:

A description in ethnography is a detailed rendering of individuals and scenes in order to depict what is going on in the culture-sharing group…It serves to place the reader figuratively in the setting, to transport the reader to the actual scene, to

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[5] The Curriculum, Teaching, and Learning Committee is newly formed on an annual basis. In order to document the implementation process of the UUDLEs policy, it was necessary to interview members of this committee over a period of four years.

make it real…It means describing events, activities, and places without veering

too far from the actual scene of attention and the people whose shared patterns

need to be discerned. Passages from ethnographies that 'describe' are long and

detailed (pp. 491-492).

Readers will observe that some passages are lengthier than others. This structure is

strategic in order to reflect informant voices (instead of my own) as well as to facilitate

understanding of how decision making in management through policy formation and

implementation has powerful and transformative consequences on university teaching.

Ethnography is appropriate for this study.

This project is a "…'messy, multilevel, multimethod' approach to inquiry, full of

contradictions, imponderables, and tensions" (Creswell, 2002, p. 487). In order to make

these contradictions and tensions visible, I draw on multiple perspectives beginning with

my own perspective of and in the research. Understanding my own groundings within

this project facilitates a level of shared understanding (and lack of understanding) of the

perspective of university teachers and the work they do which has required me to be

reflexive in the data collection, analysis, and presentation stages of the research. Patton

(2002) writes that to be reflexive I must commence an ongoing examination of what I

know and how I know it. "Reflexivity reminds the qualitative inquirer to be attentive to

and conscious of the cultural, political, social, linguistic, and ideological origins of one's

own perspective and voice as well as the perspective and voices of those one

interviews…" (p. 65).

What is to be explored ethnographically unfolds as the research continues and did

so as I moved through each interview and policy text. In each stage of the research

process I uncovered deeper connections that detailed how the everyday work of university teachers is made visible through a complex of social and institutional webs coordinating them.

Theoretical Approach

Ethnography is grounded in critical theory. Madison (2012) refers to ethnography as "critical theory in action" (p. 16). I use critical theory as a theoretical lens in this qualitative research design whereby I examine the university, its location and transformation within the political economy, and the multi-faceted work of those within the institution (Creswell, 2007). Moreover, what makes it *critical* is that it seeks to study, understand, critique, and change society (Creswell, 2007, Patton, 2002, my emphasis). In my research, I critique higher education policy and decision making, policy implementation, and identify the consequences of the policy process. I seek to raise the consciousness of university teachers by making visible the transformative effects of policy, and discursive relationships.

Case Study and Sample

This case study is derived from a five-year ethnographic case study, 2006-2011, of a Faculty of Education subculture composed of university teachers and management. The following section describes the context of the current research and my use of ethnography to construct a particular context and sample.

Research Context

The University of South Western Ontario's Faculty of Education is one of the largest in Ontario. Currently it offers Primary-Junior (Kindergarten to grade 6), Junior-Intermediate (grade 4 to grade 10), and Intermediate-Senior (grade 7-grade 12) teacher

preparation programs with the option of a consecutive or concurrent program. Additional

Qualification courses[6] and a Principal's Qualification Program are also offered with a

choice of face-to-face, part and full on-line formats. The Faculty of Education also

offered an entry point into the conduct of my research as many of my informants are

teachers there.

My selection of this particular location was purposeful. While all publicly assisted

universities in Ontario were required to articulate University Undergraduate Degree

Level Expectations (UUDLEs), the University of South Western Ontario took a unique

approach. Although I will explain the implementation of the UUDLEs policy that USWO

took in Chapters Six and Seven, it bears mentioning that senior level managers decided

that UUDLEs would be developed for each academic Faculty/department/unit, rather than

a set of expectations that would umbrella degrees/degree programs/courses University

wide. This UUDLEs policy process distinguishes USWO from other higher education

institutions in Ontario.

Sample

I began conducting interviews in July 2009 with professors in the Faculty of

Education at USWO, particularly those who have served on the undergraduate program's

Curriculum, Learning, and Teaching Committee (CLT). I completed my last participant

interview in September 2010. I interviewed three informants twice as I found it necessary

to return with additional questions in relation to the data gathered on my first visit. Nine

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[6] Additional qualification courses are offered that are specific to the province of Ontario. The content is based on guidelines for qualifications developed by the Ontario College of Teachers which establish learning expectations, instructional strategies and forms of assessment (http://www.oct.ca/members/additional-qualifications/aq-courses-and-programs).

interviews were conducted with university teachers (six of whom served on the Faculty of

Education Curriculum, Learning, and Teaching Committee): six were tenured (one of

whom was from another faculty at the university); one was a Special Projects

Coordinator; and two were seconded faculty members. Eight interviews were conducted

with managers: two Associate Vice-Presidents Academic; one manager; two Deans; one

member of the OCAV sub-committee on UUDLEs; one former Postsecondary Education

Quality Assurance Board board member; and one former Chair of OCAV. I also

interviewed one educational developer. The interviews conducted with the members of

the undergraduate program's Curriculum, Learning, and Teaching Committee (CLT)

were instrumental in the discussion and articulation of the UUDLEs policy for the

Faculty of Education.

Data Collection

      I initially began this research of university teaching work by drawing from my

own experiences of university teaching, providing an entry point to the research.

Interviews, participant observation and fieldwork also served as points of entry as well as

recordable data.

Interviews

      Creswell (2002) identifies that the ethnographer may use a variety of research

techniques to collect data. In order to develop a deeper understanding of what was

occurring around me I selected participant interviews as one method of data collection. In

engaging in dialogue (as opposed to, or in conjunction with, other data-gathering

techniques) the researcher endeavours to "…capture life experience (action or event) in

anecdote or story, because logic of story is precisely that story retrieves what is unique,

particular, and irreplaceable…The dialogic quality of these devices is obvious, for they engage us, involve us, and require a response from us" (van Manen, 1997, p. 152). Moreover, the interview may be used as a mode by which one may develop a conversational relationship with an informant about the meaning of an experience (Patton, 2002; Spradley, 1980; van Manen, 1997). As such, I conducted my research with a set of 21 open-ended interviews to help me make visible the relationships organizing the experiences of university teaching. In effort to remain consistent with the language of ethnography, I use the ethnographic term 'informant' (Creswell, 2007). I conducted 21 open-ended interviews with 18 informants. I interviewed three informants twice as I found it necessary to return to particular informants with additional questions and clarifications. These interviews were digitally recorded and then transcribed by me.

In order to get a detailed account of the work of people and their experiences, I engaged in a dialogue with my informants, in what Haig-Brown (1992) calls interview as chat. According to van Manen (1997) the conversational interview method allows the researcher to collect lived-experiences through stories, anecdotes, and recollections of experiences, as well as to serve as an opportunity to reflect with the interviewee on the topic at hand. As Mishler (1986) offers, a single interview conducted without any local knowledge of an informants "life situation" (p. 24) omits and disregards consideration to particular circumstances. Consequently there is no contextual foundation for sufficient interpretation. Mishler advocates for a narrative interpretation and analysis of interviews. In this sense "the conversational interview turns increasingly into a hermeneutic interview as the researcher can go back and again to the interviewee in order to dialogue

with the interviewee about the ongoing record of the interview transcripts" (van Manen, 1997, p. 63). Further, van Manen (1997) suggests that:

> …in collecting written descriptions and conversational interviews one looks for emerging themes *after* one has gathered the material; in collecting anecdotes one has to recognize what parts of the 'text' of daily living are significant for one's study *while* it is happening. Sometimes the best anecdotes are *re*-collected as one tries to make sense of things that somehow seem interesting now, in hindsight (p. 69, original emphasis).

I began with a grand tour question (Spradley, 1980) that asked the informant to describe the work that they do as a university teacher or university manager, for example. I did not follow a prescriptive format. I asked for a description of the everyday work that the informant did as in many cases the knowledge of this work was outside my own experiences. I sought to understand how people were engaging with the UUDLEs text. There is an assumption that being employed in a Faculty of Education means that one has a full understanding of best practices in teaching. I was particularly interested in identifying any tensions that may exist surrounding this notion.

The first interviews I did were with members of the Faculty of Education's sequential curriculum committees that were charged with the articulation of UUDLEs on behalf of the entire Faculty. This initial site provided insight to the process of receiving UUDLEs and how the work of responding to the provincial and managerial mandate was taken up. As I began to read through the collected narratives and develop a chronological construction of the UUDLEs policy implementation it became clear that I didn't know where the formulation or development of the UUDLE policy began. Consequently I

requested an interview with a former Associate Vice-President Academic. This individual was instrumental in implementing UUDLEs at USWO. From this interview, I was able to glean a clearer picture of how UUDLEs came to be. This individual placed me in contact with a number of other key informants such as Deans, Associate-Deans, and Managers who would assist me in the articulation of my ethnographic account surrounding UUDLEs. I followed up on the advice given and interviewed the individuals suggested along with a number of others who were believed to be of significance in the data collection process. These individuals included a member of the OCAV sub-committee on UUDLEs, a former PEQAB board member, a former Chair of OCAV, and an educational developer. All interviews were done at a time and location of convenience as suggested by the informants.

Participant Observation and Fieldwork

My fieldwork and participant observations are extensive. As I expressed in greater detail in my introductory chapter, I have been *in* the field for over a decade as a university teacher (teaching assistant, course instructor, lab demonstrator, marker/grader, etc.) in a variety of higher education institutions. Of particular relevance is that I was a course instructor within the case Faculty. I came to understand that something invisible was happening (and that I was a part of it) and that this invisibility was generating a set of experiences for myself and, as I learned from conducting interviews, for my informants. van Manen (1997) states that in conducting fieldwork and participant observation, one must retain a hermeneutic alertness to that which is being observed in order to facilitate reflexivity. "The method of close observation requires that one be a participant and an observer at the same time, that one maintain a certain orientation of reflectivity..." (van

Manen, 1997, p. 69). Through my formal and informal fieldwork and participant observation I have collected volumes of notes and data that assisted me in the presentation of findings and their analysis.

I began, as Creswell (2007) suggests, by compiling a detailed description of the culture-sharing group (specifically university teachers in the Faculty of Education at the University of South Western Ontario), sometimes focusing on a single event (e.g. a curriculum mapping workshop, a committee meeting, etc.), on several activities, or on the group over a drawn out period of time. As I moved through the presentation of findings and data analysis process, I drew from my field notes and participant observations wherever and whenever possible. These detailed accounts facilitated the provision of a more personal and meaningful account of what was happening. These notes enabled me to include details that would otherwise go unacknowledged and remain invisible.

Collection of Policy Texts

Policy texts are critical for institutional standardization across multiple local sites of people's work as they produce a standardizing vocabulary for the participant engaging with the text. They have the capacity to organize people's lifeworld (van Manen, 1997). Dorothy Smith (2006; 2005; 2002; 1999; 1996; 1990a; 1990b; 1987) refers to this standardization as the textually-mediated relations which permeate into the everyday world of people, creating connections with others that are often invisible. These texts help to make visible the presence of institutional relations. In my research I investigate and describe a complex of administrative, managerial, professional, and accountability relationships which seek to regulate, govern, and control the university. I began the collection of policy texts for analysis that concerned the development and implementation

of UUDLEs with a particular focus on USWO documents. These include policy

documents, instruction manuals, the Senate Committee on Curriculum and Academic

Standards minutes and reports of findings, exemplars of how degree level expectations

have been utilized by other institutions as well as how certain units have formulated their

proposals regarding these mandates. I have also consulted University Program Review

and strategic planning reports, the *Ontario Council of Academic Vice Presidents*

guidelines for UUDLEs, and websites containing information for curriculum

development, assessment and performance indicators. It is important to recognize that not

all texts identified through the research have become a focus in the analysis of the

institution. The documents discussed are available online and can be publicly accessed.

Approaches to Data Analysis

In conducting this ethnography I utilize two approaches to data analysis: Michelle

Goldberg's (2006; 2005a) Critical Policy Discourse Analysis, and Policy Archaeology

(Scheurich, 1994).

Critical Policy Discourse Analysis

I adapt Goldberg's (2005a) Critical Policy Discourse Analysis (CPDA) as a tool

to examine how university teachers participate in, take up, and respond to one higher

education policy, UUDLEs, through policy discourses that standardize, evaluate,

coordinate, and organize the work of university teaching.[7] Critical Discourse Analysis

(CDA) emphasizes that inequalities are reproduced and legitimated by policy text and

discourse. Goldberg (2005a) expands this approach to include the term 'policy' and bases

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[7] This analysis technique builds on and extends Norman Fairclough's (1993) Critical
Discourse Analysis (CDA) by applying it to multiple texts from multiple sources in order
to make visible and identify how discourses operate/participate in a complex web of
social relations.

it on the understanding of the way multiple discourses interact in a complex web to influence relationships of power and construct subjectivities, objects and social reality.[8]

I have utilized CPDA to investigate how policy discourses from numerous sources work together to create what Goldberg (2005a) calls a "truth" (p.90) about university teaching that makes visible certain relationships and that further seeks to govern university teachers. I further this work by coupling CPDA with the use of ethnography which allows for a much richer and fulsome description of how discourses participate within a complex policy web of social interactions.

Goldberg's (2005a) approach recognizes that policy discourses should be understood in relationship to other discourses as they not only interact with each other, but influence and affect each other as well as other policies. It is based on the assumption that "…a new policy/discourse does not simply change power relations; it enters preestablished or preexisting discourses that affect its impact. It shows how certain discourses are limited or endorsed by other circulating discourses, which work together as a context to influence the policy process" (p. 99). Sandra Taylor (1997) identifies that thinking relationally is significant feature of critical policy analysis where theoretical frameworks are utilized in order to place "…cultural forms within broad patterns of social inequality and relations of domination" (p. 32). As discussed previously in this chapter, and in more detail in the previous chapter, I use critical theory as my framework within this research.

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[8]Additionally, Goldberg (2005a) drew from the work of Foucault, Ball's (1994) policy analysis of discourse and text, Gale's (1999) conception of context, and Joshee and Johnson's (2008) policy web to develop her critical policy discourse analysis framework. I limit my analysis to the work of higher education policy scholars.

Goldberg (2005a) merges a list of characteristics that proposes what makes up a good Critical Policy Discourse Analysis (p. 101). She develops these characteristics into a list of detailed questions which she uses to analyze discursive webs which I include as Appendix D. I drew from Goldberg's (2005b) list and used the following characteristics as a reference guide when engaging in my own CPDA:

1. Conceives of discourse as interacting in a web

    a. Situates the policy in its discursive context.

    b. Examines the multiple voices present in policy discourse, i.e., the policy actors/stakeholders and their power relationships.

    c. Identifies multiple discourses exposing their relationships and interactions with each other.

    d. Traces discursive shifts over time.

    e. Highlights predominant discourses.

2. Links textual elements to material effects (i.e., identifies discursive impacts on social relations)

    a. Exposes ideology operating through discourse (i.e. how discourse orchestrates a version of truth that structures reality).

3. Proposes a theory of action though the development of counter discourses as forms of resistance. Its goal is social change.

I also draw upon data from participant interviews, observations, fieldwork, and my own experiences.

Goldberg (2005a) identifies three phases of the analysis process. I identify these phases as I describe how I moved through each in the completion of my research.

Phase One: Describe the Discursive Web

The first step in doing critical policy discourse analysis is the limiting of the policy field and the identifying of stakeholders and key actors. This step serves to focus the analysis. Goldberg (2005a) states that the purpose of this stage is to describe the discursive policy web by classifying the discourses and discussing their relationships to each other. Within this research I limit the policy field to University Undergraduate Degree Level Expectations (UUDLEs). I identify the key actors as university teachers paying particular attention to those members of the CTL Committee in the Faculty of Education at USWO. These individuals are of specific interest as they were responsible for responding to the mandate from central administration that required the articulation and implementation of this higher education policy.

The stakeholders in this area of policy are listed as follows:

1) University management, particularly the Vice-President Academic, the Associate Vice-President Academic, members of Senate, Deans, and Associate Deans.

2) External, arms-length governing bodies such as: the Ontario Council of Academic Vice-Presidents; Ontario Council of Graduate Studies; Ontario University Council on Quality Assurance; Council of Ministers of Education, Canada; Council of Ontario Universities; Association of Universities and Colleges of Canada; Higher Education Quality Council of Ontario; Ministry of Training, Colleges and Universities; and the Postsecondary Education Quality Assurance Board.

3) Members of Educational developer associations such as: the Council of Ontario Educational Developers; and the Educational Developers Caucus.

4) Students of USWO – both undergraduate and graduate.

5)   Parents and guardians of students attending USWO.

6)   Potential future employers considering hiring a university graduate.

I have not interviewed students, parents, or potential employers within this study but recognize them as important stakeholders in higher education. According to Goldberg (2005a) these multiple stakeholders work within a policy web, a complex web of power relationships, constructing discourses.

The data for CPDA includes central policy texts, the UUDLEs policy, texts from generic policy associations, task forces and academics. I also include textual analysis from interview transcripts, participant observations, field notes, and policy archaeology. These texts guide and inform the design of this dissertation. They are vital in the ideological construction of teaching work because this work sets out reforms of accountability within the university. The meaning of the text is constructed in the actions it organizes. Although I began with people's experiences doing ordinary work, textual analysis opens up and assists in the exploration of relationships as they organize the everyday lifeworld of university teachers.

Goldberg (2005a) identifies that an important element in this phase is to bring to light the ideology behind the web. I uphold that there are two major ideologies working to organize and influence this web: globalization and neoliberalism.[9] Critical Policy Discourse Analysis analyzes discourses for evidence of ideology. As stated in Chapter two, one discourse emerges as a "predominant discourse" (p.76) within the web. In my research I make visible how the discourse of *commensurability of higher education outcomes* emerges as the predominant discourse. Describing this discourse as it operates

[9]These terms will be discussed in Chapter 4.

in the discursive web is part of this step – it is the core or hub (Goldberg, 2006, 2005a) of the discursive interaction.

Phase Two: Link Discourses to Material Effects – Deconstruction

This phase of critical policy discourse analysis is the textual analysis of documents as it investigates how they are linked/related/connected. I utilize policy archaeology, a method of data analysis, to assist in the documentation of how the textually-based accountability reforms, such as the UUDLEs policy, shape the everyday lifeworld of university teachers. In this phase I exemplify how globalization and neoliberalism (two key ideologies) work through the discourse and further, I identify how the UUDLEs policy web structures relationships of power. I do so through textual analysis of participant interviews (transcripts), field notes, policy documents, and policy archaeology.

Phase Three: Propose Social Change

The final phase in Goldberg's (2005a) critical policy discourse analysis requires social action for change. She offers that the "...web metaphor can be a useful conception that can help us work toward change. It shows that in order to discursively contest reality we need to understand how discursive practices operate and interconnect in a network of power" (p. 111). Using critical policy discourse analysis has assisted me in my quest to make visible the interaction and the weaving of discourses in this project. By making visible these relationships, and highlighting the inequalities, networks of power, and dominant discourses I seek to create a space where we can imagine new possibilities (Goldberg, 2005b).

Policy Archaeology

      In Chapter Five I employ a data analysis technique referred to as policy archaeology (O'Connor, 2005; Scheurich, 1994). Policy archaeology is appropriate to provide a background on the development of UUDLEs and other higher education policy texts coordinating the work of university teachers. Moreover, it highlights the broader social utility of the UUDLE policy. As such I describe various policies and accountability frameworks that have been implemented in postsecondary education both nationally and internationally.

      Policy archaeology is one approach to policy studies and policy analysis in education. Scheurich (1994) suggests that this approach is useful to the study of policy construction, in questioning the broader social utility of a policy, and offers that a grid of social regularities establishes what is perceived and legitimized as a problem. "Policy archaeology tries to describe the 'complex of relations' that makes social problems and policy choices possible" (p. 301). It does so through the examination of the emergence of a particular problem. In order to do so Scheurich (1994) encourages the archaeologist to ask the following: How did a particular problem come to be seen as a problem? How does a social problem gain the attention of the state and society? In other words, how does the problem become visible?

      Policy archaeology begins prior to the identification of a problem as a problem, although in fact, the problem already exists invisibly. O'Connor (2005) suggests that policy archaeology allows the researcher to analyze the social construction of the problem because the archaeological approach requires an understanding of how problems become visible. It does so by questioning the broader social function of the policy "with

a goal of understanding these social functions" (O'Connor, 2005, p. 6). Through an examination of the already existing higher education policies and frameworks I am able to see how UUDLEs, along with other accountability frameworks, are perceived as problematic (and sometimes not), and how they have become visible across higher education institutions.

Policy analysis can take many forms. Simons, Olssen, and Peters (2009a) offer two approaches: analysis of policy determination and effects and analysis of policy content. The authors define the first kind of analysis as being concerned with how policy is made, why it is made, when it is made and for whom it is made. Furthermore, this approach examines the consequences of the policy (on a culture-sharing group). The analysis of the policy content specifically focuses on "…the values, assumptions and ideologies at stake in the policy process content" (p. 25). In completing the work of this dissertation I have utilized and described both approaches of analysis – policy content and policy effects - to compliment my use of policy archaeology.

Ethics

In order to receive ethical approval for this study, I submitted an ethics protocol package to the Human Participants Review Committee for review and approval. A typical ethics application requires an outline of specific research questions, conceptual or theoretical framework, and methodology to be employed. My challenge in this process was due to the fact that my submission to the Research Ethics Board was subsequent to a five month strike. Consequently, the Board was particularly concerned with my intentions to interview corporate performance managers and senior level administrators, resulting in my having to make numerous adjustments to my application. I had to be abundantly clear

that the current research was not an *evaluation* of participants or of particular policies (my emphasis).

I have deleted names, personal titles, and other identifiers that could lead to the identification of an informant. In particular cases I have applied pseudonyms to represent a committee name, centre, or a specific role that would lead to the identification of the informant. Where titles are used consistently across higher education in Ontario, I have utilized them within this research.[10]

I contacted each informant via email attached with a 'Letter of Request' (Appendix A) and an 'Informed Consent' form (Appendix B). Prior to commencing each interview I would reiterate that all information would be held in the strictest of confidence. Informants spoke at will and made personal decisions about what information they felt comfortable sharing. A few informants would enter into a particular discussion for my own understanding but with a caveat that I not include specific phrases in the research itself. During most interviews the tape recorder would be left on during this discussion, but in a few cases I was asked to turn it off. None of the material that informants asked be omitted from the dissertation was included. Each informant was provided with a copy of their interview transcript should they have chosen to omit or make changes to their original statements. One informant requested a copy of the transcript but there were no changes or omissions deemed necessary.

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[10]Examples of the kinds of titles I refer to are Faculty Members, Secondees, Presidents, Vice-President Academic, Associate Vice-President Academic, Executive Director, Secretariat, Manager, Secretary, Administrative Assistant, Teaching Assistant, and so on.

Conclusion

The purpose of this chapter was to elucidate my use of data collection techniques: participant interviews; participant observation; fieldwork, as well as tools for data analysis: policy archaeology, and critical policy discourse analysis. I further identify the context and nature of this study, as well as ethical dimensions associated with its facilitation. In the next chapter I discuss the political-economic context of postsecondary education.

CHAPTER 4: The Political Economy of Higher Education

Stephen Ball (1994) cautions that: "The problem always remains that by focusing on the figures which move across the policy landscape we may neglect the geomorphology of the landscape itself and changes in its terrain and substructure" (p. 118). With this comment in mind, my intention in this chapter is to critically foreground the presentation of participant narratives and policy analysis through a discussion of relevant literature and discourses. Herein, I situate the UUDLEs policy in its political economic context by describing the discursive web in which it is weaved as well as linking it to material effects (Goldberg, 2006; 2005a).[11] This chapter describes the web and demonstrates the interconnectedness of the discourses.

This chapter commences with a discussion of globalization and neoliberalism. The discussion then shifts to identify some of the discourses operating within the UUDLEs policy web. The first discourse explored is that of quality assurance involving an overall trend toward standardization, found within accountability frameworks. I also present literature on *the ascent of managerialism* within the university and the simultaneous descent of academic freedom (Slaughter & Rhoades, 2004). I conclude by linking the discourses to material effects. I highlight literature pertaining to university teaching as this work is not governed by teachers but by university management who are not teachers. All of these factors contribute to the development and implementation of policies that organize university teaching work.

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[11]Describing the Discursive Web is the first of three phases in Michelle Goldberg's Critical Policy Discourse Analysis and Linking the Discourses to Material Effects is the second phase (2007; 2005).

It is also appropriate to draw attention to the contribution of the numerous critical feminists on this phenomenon. For example, Sandra Acker (2010), Kari Dehli (2010; 2008), Jamie-Lynn Magnusson (2011; 1997), Diane Meaghan (Doughty, Meaghan, & Barrett, 2009), Linda Muzzin (2009, 2008), who are scholars from the Ontario context within which this study is located, and Claire Polster (2004), Merilee Reimer (2004), and Dorothy E. Smith (2006,2005, 2002, 1999, 1996, 1990a, 1990b), who are prominent critical feminist scholars, also have books and articles that fill our libraries. The effects of the financialization and corporatization of the university are discussed within this dissertation, however, these Canadian feminist critical scholars, amongst others, have extensively researched and analyzed the gender-related shifts that are taking place within higher education and how the marketization of the institution is affecting the work of women in higher education, including academic freedom, employment equity, university teaching, and workload. I would be remiss in this research if I did not draw attention to these significant and important voices.

Deconstructing the Discursive Web

The ways in which universities have responded to the effects of globalization, neoliberalism, and the marketization of education have been profound. These shifts are being driven by two major ideologies: globalization and neoliberalism. These ideologies work within the political and economic context of higher education to influence the UUDLEs policy web and give meaning to the emergence of a predominant discourse (Goldberg, 2006; 2005a): namely, the *commensurability of higher education outcomes* discourse. The two major ideologies, globalization and neoliberalism, connect the UUDLEs policy to national and international higher education policies, (such as the

Bologna Process[12]), and as a means to invest in student learning and the global labour market. University teaching is subjected to market-driven forces alongside entrepreneurial and corporatist principles which is a consequence of shifting from "a public knowledge/learning regime to an academic capitalist knowledge/learning regime" (Slaughter & Rhoades, 2004, p. 8).

Globalization

A number of policy processes, at both national and international levels, have emerged which are reshaping higher education on a global scale (Ozga & Jones, 2006). Consequently a number of strategies have been developed to respond to, and more importantly, help shape political, economic, and educational changes toward a knowledge-based and globalized economy (Mulderrig, 2011, Rhoades & Slaughter, 2004). Ozga and Jones (2006) suggest that:

> This is a policy trajectory that is preoccupied with the construction of a 'knowledge economy' and 'learning society'. Within this trajectory schooling/education/training systems are acknowledged to be significant instruments of economic and social change…(p. 2).

Ozga and Jones (2006) offer other examples of this trajectory including the building of intellectual capital and capacity for innovation, and the enhancement workforce development that will assist in the realization of economic outcomes. This view is consistent with Slaughter and Rhoades (2004) theory of academic capitalism where higher education (including faculty, management, students, and stakeholders) is woven into the new economy. The new economy treats advanced knowledge as "raw material"

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[12]I outline and discuss the Bologna Process, an international higher education policy, in Chapter 5.

(p. 15) that may be marketed as products and services. "As such, universities are sites where knowledge is rendered alienable in multiple ways..." (pp. 15-16). Slaughter and Rhoades (2004) argue that because universities are perceived as a critical source of transferable knowledge, they are in the process of forming new and stronger relationships within the global economy. In this sense, according to Magnusson (2011), higher education and the knowledge economy has become increasingly financialized.

The UUDLEs policy reflects the global shift to outcomes-based learning. The discourse associated with this ideology suggests that universities need to produce highly skilled and competent graduates who are prepared to enter the global labour market. Accountability frameworks have become globally widespread across higher education systems requiring the articulation of outcomes in the form of the specific skills and qualities possessed by each institution's graduates for example across Europe, the United Kingdom, and now Canada. The global widespread of accountability frameworks is what Menter, Mahoney, and Hextall (2004) call "global performative cultural formation" (cited by Ball, 2009, p. 669). Ball (2009) suggests that reform refers to the effects and consequences of "policy ensembles" (p. 669) (curriculum guidelines, accountability frameworks), and the consequences on university teaching.

Globalization refers to the phenomenon of the capitalist market economy expansion into global societies. Economic analysts perceive globalization as "…constituting the emergence of an *integrated* global market economy in which production and trade are *rationalized* across nation-states and rendered 'flexible' in order to respond to the rapidly changing economic circumstances…" (Raduntz, 2005, p. 233, my emphasis).Harmonization, homogenization and standardization of policies, services

and products facilitate global trade. However, the Canadian university sector presents unique challenges for economic analysts in this regard in its lack of standardization- a consequence of the high levels of university institutional autonomy and the high levels of academic freedom enjoyed by university faculty in their work. Regardless, there have been increasing pressures to align higher education more closely with economic policy goals (Mulderrig, 2011).The standardization of degree level expectations in the UUDLEs policy, [which was adapted from the Postsecondary Education Quality Assurance Board's (PEQAB) *Degree Level Standards*] implemented into Ontario Universities in 2008 may be seen as a government and higher education sector response to the growing demands of the global labour market.

Stromquist (2002) posits that globalization has two complementary dynamics. The first, and most critical to the present research, is economic globalization through which a neoliberal development model promotes the market. The second is a technological revolution that has increased the desire for speed of production. She states that much of the globalization discourse refers to the market which takes on concrete forms as business firms on the supply side and clients on the demand side. Within an educational context, the university would be identified as the firm producing knowledge for students/clients who then become consumers of education. Ozga and Jones (2006) suggest, however, that globalization influences education and the formation of education policy in such a way that "...attempts to harness education systems to the rapid and competitive growth and transmission of technologies and knowledge" (p. 2). Competition emerges between producers as well as between consumers (Marginson, 2006, Frake-Mistak, in press). In higher education, universities are in competition with each other for

their preferred 'customers' (students) and students compete for entry into their preferred university.

The universities are affected by their surrounding environments, at both the societal and the political levels. But they are also agents in the production of these environments (Newson, 1994). The knowledge that is produced within the university, and acquired by students, is communicated and shared with those external to the university. Consequently, higher education institutions produce knowledge, while the state, to a certain degree, influences and directs the knowledge being produced, in other words, what works is what matters to the economy (Ozga & Jones, 2006). The mobilization and direction of knowledge production is what Ozga and Jones (2006) refer to as a "travelling policy" (p. 1) whereby policies are shaped by globalizing trends but are translated and/or situated to reflect local priorities and meanings. It was within the Faculties/departments/units where the articulation of the UUDLEs framework was done, and thus, the focus shifted to specific outcomes and the production/acquisition of specific knowledge. Marginson (2006) draws from the work of Hirsch (1976) and suggests that higher education credentials offer "positional goods" (p. 1) to graduates providing access to both social prestige and greater income-earning possibilities. The standardization of outcomes (degree level expectations) across high education institutions facilitates credential recognition across jurisdictions which in turn aid labour market mobility of the graduates holding those "positional goods".

The effects of globalization have reshaped how we live, work, and participate in the social world and with the people around us (Altbach, 2006). Moreover, it "...foregrounds education and education policy in specific ways that attempt to harness

education systems to the rapid and competitive growth and transmission of technologies and knowledge" (Ozga & Jones, 2006, p. 2). Globalization has reshaped the academy's teaching, research and service work through the establishment of globalization courses, student exchange programs, and through the actual effects of globalization on the institution itself – research collaborations across borders, international conferencing, knowledge mobilization, applying for funding, and curriculum development. Globalization is actually transforming what it is we know and how we have come to know it (Appelbaum & Robinson, 2005; Ozga & Jones, 2006). These effects are no more relevant to postsecondary institutions in Canada than they are to institutions in the United States, China, the United Kingdom, Australia, or Europe. Simons, Olssen and Peters (2009b) explain that globalization is used to justify policy initiatives. For example: improving student and teacher mobility within the global labour market; restructuring and reorganizing post-secondary curricula, degrees and systems of accreditation to be consistent with and meet global markets; and monitoring and improving post-secondary performance through international benchmarking. Education is a critical space within which processes of globalization work (Singh, Kenway, & Apple, 2005).

Globalization relocates educational systems out of the control of the state and into the market (Stromquist, 2002). "Education policy-makers promote the attractiveness of their local products in the global marketplace, attempting to tie roving capital into long-term relationships based on the satisfaction of the needs of the new knowledge economy" (Ozga & Jones, 2006). As education is relocating, fields of inquiry are also restructured to meet the needs of the market (Giroux, 2003; Jones, Shanahan, & Goyan, 2004; Kenway & Bullen, 2005; Slaughter & Leslie, 1997; Wellen, Axelrod, Desai-Trilokekar, &

Shanhan, 2012). This restructuring of higher education is evidenced by the implementation of the UUDLEs policy as university teachers are required to teach to specific outcomes deemed necessary by the state, market, stakeholders, and/or government, to improve student learning and ability to enter into the global labour market.

These effects of globalization are pertinent to this research and are what Apple, Kenway, and Singh (2005) refer to as "globalization from below" (p. 7), which describe the ways in which the processes of globalization occur on the ground. Moreover, "…attention is paid to diverse peoples and places, and their complex and contradictory experiences of, reactions to, and engagements with various aspects of globalization as these intersect with their lives and identities over time" (Apple, Kenway, & Singh, 2005, p. 8). In this research, the on-the-ground experiences of university teachers responding to and implementing the UUDLEs policy are presented in such a way as to highlight their everyday lifeworld (van Manen, 2007).

This section has highlighted some of the connections between the UUDLE's policy web and globalization, a major ideology. The globalization ideology interweaves with other discourses within the UUDLEs policy web. For example, the provision of courses is a critical area of university strategy as students apply to specific universities (nationally and internationally) based upon courses and programs offered, not simply the institution itself. Universities are required to make a number of strategic decisions about which courses to offer as well as the distribution of the number of student places across schools and departments. These decisions must thusly be informed of global educational trends and policy trajectories.

Neoliberalism

The neoliberal paradigm speaks to an unfettered global economy regulated by the free market. It is an ideology that supports individualism, consumerism, competition, and minimal governmental interference, which according to Raduntz (2005) prompts self-reliance, productivity, and innovation. Codd (2005) states that within the discourses of neoliberalism the economy is the main source of legitimation for state action or inaction. Harvey (2005) suggests that neoliberalism is a theory of political and economic practices that promote the liberation of individual entrepreneurial freedoms and skills within a free market characterized by free trade and privatization. He argues that "a cardinal feature of neoliberal thinking" (p. 7) is the assumption that individual entrepreneurial freedoms are guaranteed by the free market and free trade. He suggests that the role of the state is to generate, sustain, and protect "institutional frameworks appropriate to such practices" of free trade (Harvey, 2005, p, 7) and that if such markets are not already in existence that they be created. The UUDLEs policy is one such mechanism that has been created and adopted in institutions of higher education to allow for standardized outcomes that will permit labour market integration and global competitiveness.

Carroll and Beaton (2000) argue that the privileging of the market has increased one's acceptance of business values in the organization of society and public institutions, such as universities. In fact, Codd (2005) argues that the "...central aim of education becomes the narrow instrumental one of preparing people for the job market" (p. 196). Moreover, he suggests that education within a neoliberal paradigm has become an asset for human capital. This notion is consistent with Slaughter and Rhoades (2004) view that -"...neoliberal states move resources away from social welfare functions toward

production functions" (p. 20). This may be achieved through competition and the shifting of economic control from the public sector to the private sector. Competition between individuals, corporations, cities, and countries is upheld as paramount importance within a neoliberal paradigm. Corporations, such as the university as it exists within a neoliberal paradigm, must be adaptable in responding to the pressures of the markets as they are under constant threat of market shifts (Bourdieu, 1998). Within these corporations, competition is encouraged between workers and divisions. This competition is promoted through grants, tenure and promotion, and performance objectives (Bourdieu, 1998). Within this approach, privatization and entrepreneurial initiative are seen as critical to innovation and economic stimulation (Harvey, 2005).

Current trends of globalization and neoliberal policies are transforming higher education institutions as corporate capital becomes increasingly powerful within practices of university governance, teaching, and research. Carroll and Beaton (2000) posit that "…academe is becoming corporatized and universities are becoming key ancillaries of production" (p. 71). Moreover, they assert that a neoliberal perspective of higher education has been paired with an internal transformation of managerial practices that align more closely with corporate and market values. These principles speak to Slaughter and Rhoades (2004) academic capitalism which they define as:

> "…a knowledge/learning regime created by the interstitial emergence of complex new networks of actors within colleges and universities who enter into alliances with groups outside the university to create new organizations, reshape old ones, and redefine the purposes of the university so they articulate more closely with the new/knowledge/information economy" (p. 256).

The UUDLEs policy presents itself as an accountability framework by which the Ontario post-secondary education system and each institution within it, can communicate what it has to offer its potential consumers (Frake-Mistak, in press). Its goal is to facilitate marketability. Further, UUDLEs purports to illustrate how each institution compares with other institutions in its expectations for degrees (degree outcomes) which is essential for credential recognition of the institution's degree in the global marketplace.

Slaughter (1998) observes that neoliberalism views the market as impersonal and disembodied and displaces national economies with a global market. An increased drive for efficiency, and effectiveness, as well as a reliance on evidence to demonstrate quality, transparency, and accountability, is required in order to remain competitive in a global world that is deregulated by the market. Universities must be marketable in order to compete in the global marketplace. Within a neoliberal discourse, university products such as "…knowledge and credentialed labour-power' – are commodities that flow into circuits of capital accumulation in a tendentially international economy, improving prospects for local and national competitiveness" (Carroll & Beaton, 2000, p. 72). This transformation of postsecondary education serves to reiterate the assertion that public institutions (such as the publicly assisted universities of Ontario) are best operated on principles of the global economy and labour market.

Quality has become a code word for a neoliberal vision (Skolnik, 2007). The demonstration and assurance of quality is what universities are striving to do through the adoption of accountability frameworks such as the UUDLEs policy. The neoliberal ideology is imbedded in the construction and implementation of the UUDLEs policy through the explicit articulation of learning outcomes and expectations. In so doing,

student competencies are defined according to the outcomes specified for their degree program within a specific university. Neoliberalism places degree programs offered in the publicly assisted universities of Ontario in competition within the global labour market. The UUDLEs policy, a standardizing accountability framework, allows for comparisons across institutions which feeds competition but also allows for credential mobility across jurisdictions in service of the labour market and a competitive economy. Further evidence of the connection to both the globalization and neoliberal ideologies is the (re)designing of curricula in an attempt to attract students to the institution and consequently give the university an advantage in competition with others. Codd (2005) offers that there are numerous policy manifestations of neoliberalism, calling into question the purpose of public education and public institutions of education such as the university. For example, within the Undergraduate Program Review process the UUDLEs policy may be coopted for a teacher evaluation tool, despite it being created for another purpose. The Higher Education Quality Council of Ontario (HEQCO) has recently put out a request for proposals on the development of a handbook of learning outcomes assessment techniques. In other words, HEQCO is communicating its intentions to research so-called best practices around teaching evaluation. Consequently, the UUDLEs policy becomes a justified means through which quality can be assured locally, nationally, and internationally.

The neoliberal ideology links to other discourses in the UUDLEs policy web. For example, it is reflected in *the standardization (of outcome competencies) as a means to assure quality in University teaching* discourse as students will be measured and,

ultimately, hired based on their ability to demonstrate relevant competencies in the global marketplace.

Weaving the Discursive Web

Below I identify some of the discourses that, when threaded together, form the UUDLEs policy web. In this examination, I present multiple voices that are present in the policy discourse, i.e., university teachers, university management, stakeholders. In my conception of discourse as an interacting web, I expose the links between the discourses as they work to create a "truth" (Goldberg, 2005a, p.90) about university teaching. Moreover, these discourses interact to influence the "continuous policy cycle" (Bowe, Ball, & Gold, 1992, p. 19). See *figure 4.1* for a visual representation of the UUDLEs policy web.

Standardization as a means to Assure Quality in University Teaching

Throughout the literature, quality is a concept that is used interchangeably with accountability, transparency, productivity, performativity, and excellence (Beaton, 1999; Dehli, 2009; Leyton-Brown, 2005; Readings, 1996; Shor, 1992; Slaughter, 1998; Skolnik, 1989; Wellen, 2005). Bill Readings (1996) states that the concept of excellence is void of content "…it is hence neither true nor false, neither ignorant nor self-conscious. It may be unjust, but we cannot seek its injustice in terms of a regime of truth or of self-knowledge" (p. 13). This lack of specific content is a process that Readings refers to as "dereferentialization" (p. 17). He means to give a label to what he believes is a critical shift in popular thinking that in turn has significant consequences for the University. Vidovich (2012) suggests that it is not the defining of quality that is a conflict but rather the constant redefining of quality that is the issue. She refers to quality as a

Figure 4.1 *The UUDLEs Policy Web*
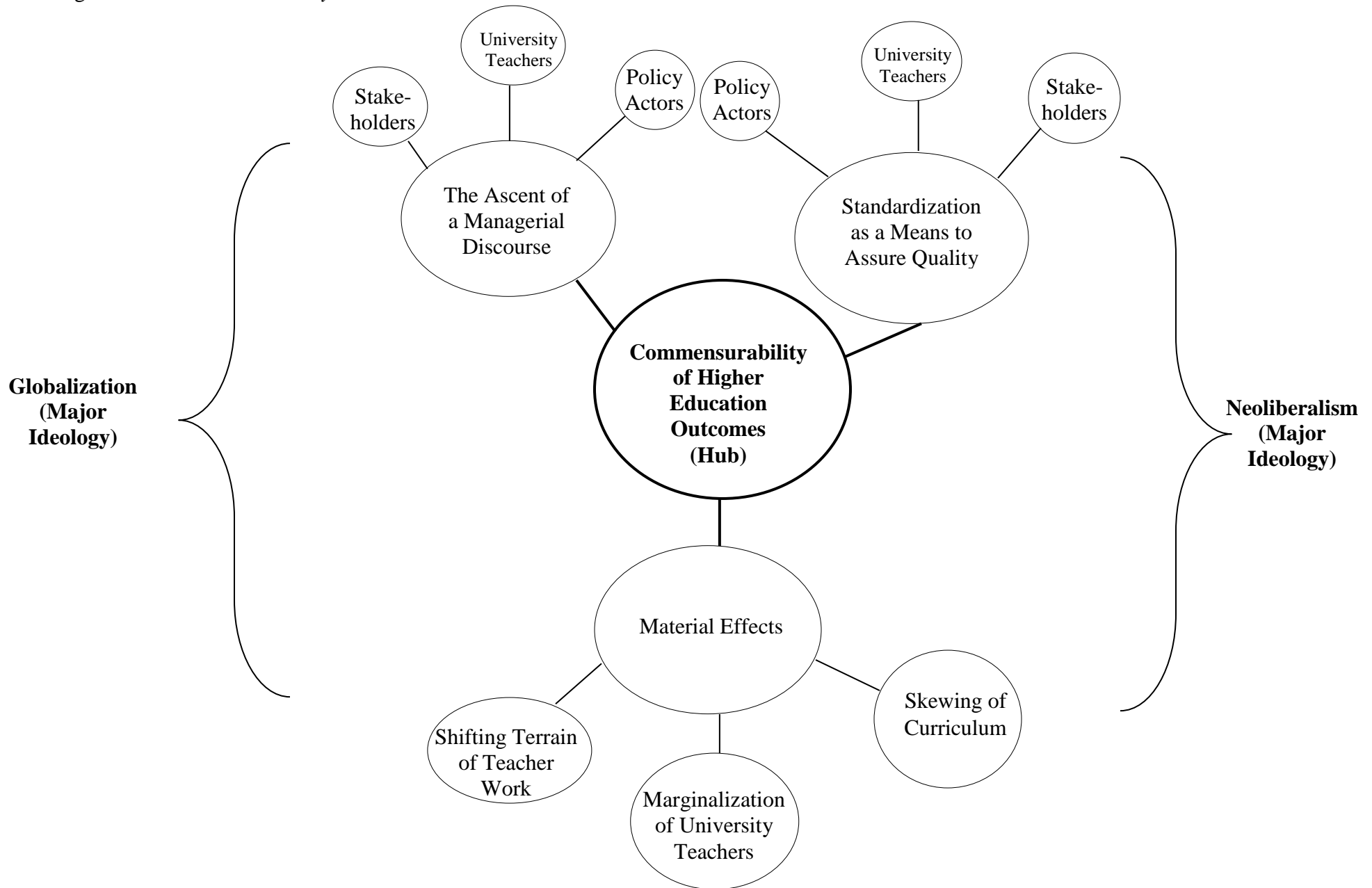
"chameleon Concept" (2012, abstract) in response to the demands of an ever-changing global knowledge economy. Beaton (1999) discusses how significantly quality assurance disorganizes institutional culture and labour practices. The UUDLEs framework, for example, required that university teachers participate in the (re)creation (Bowe, Ball, & Gold, 1992) of policy, consequently shifting the focus of their teaching work to standardized outcomes articulated via a matrix of expectations. The UUDLEs policy has been included within this research as Appendix E.

Similarly to Readings (1996), Beaton (1999) problematizes the rhetoric surrounding accountability and quality as consisting of vague terms that lack essence. He proposes that this ambiguity is purposeful in order to "…create the appearance of a strong movement around a phrase that is empty of meaning" (Beaton, 1999, p. 33). He discusses the notion of excellence and the need to achieve excellence as being non-ideological because it is a term that everyone agrees with and something that everyone wishes to attain. "However, people have their own views on it, which creates slipperiness. It organizes consent until it is deconstructed at which point consensus erupts" (Beaton, 1999, p. 33). Grimes (2006) asserts that compliance encompasses acceptance of a decision outcome(s) even if the outcome(s) may not coincide with one's own opinions or beliefs. The same can be applied to the concept of quality in that no one will openly oppose it; however, students, faculty, university management, and government, for example, have differing conceptions. Any potential consensus evaporates when it comes to being measured as a quantifiable entity. Thus, it is also problematic that university teachers, who likely have differing conceptions of quality, have been required to articulate the assurance of teaching quality via the UUDLEs framework. This lack of

consensus is particularly problematic as university teaching will be audited and reviewed through programmatic reviews according to the UUDLEs framework as will be evidenced in the presentation of findings chapters.

The assurance of quality is desirable in higher education programmes and degrees, as deemed by its numerous stakeholders.[13] Increasingly, attention has focused on assuring teaching quality within higher education (Nixon, Marks, Rowland, & Walker, 2001; Rowland, 2000). However, these frameworks go further than assuring the public of quality (i.e., communicating, demonstrating quality).They are measuring productivity and performativity. They are performance models of accountability. They define and measure quality and accountability in terms of standardized, measureable outputs or 'products'. The UUDLEs policy was created as a teaching tool to improve teaching practice. However, through the implementation process, it has been transformed into a teaching performance evaluation tool. Ball (2009) defines the term, performativity, as "... a culture and a mode of regulation that employs judgements, comparisons and displays as means of control, attrition and change" (p. 669). Consequently, one's performance becomes measured by output and productivity. Ball further suggests that performativity serves as measures of quality, or moments of promotion or inspection.

With the implementation of the UUDLEs policy, teaching work is being reconfigured within a performative accountability framework which standardizes and restructures the work of university teachers. It is posited that through the implementation of standardized measures such as the UUDLEs policy, performance indicators and other accountability frameworks that states, governments, and universities can evaluate the

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[13]In Chapter 3 I identify both the key actors and stakeholders in this research and area of policy.

degree to which they are satisfying market demands (Beaton, 1999). Standardization becomes the means to achieve quality in higher education when notions of 'quality' are defined by the labour market.

Ball (2009) offers that performative systems make us accountable and not memorable or meaningful.

> Experience is nothing, productivity is everything. Deliberation and judgement are no longer of value here – except when applied to commercial well-being. Our contractual obligations, survival in the marketplace, or achievement of targets are the new basis of 'professional' responsibility. We must keep up, meet the new and ever more diverse targets which we set for ourselves in appraisal meetings, confess and confront our weaknesses, undertake appropriate and value-enhancing professional development, and take up opportunities for making ourselves more productive (Ball, 2009, p. 678).

In other words, the mandate for university teachers to be considered 'quality' is that they are productive and that their outputs are measurable.

The Ascent of a Managerial Discourse

According to Simons, Olssen, and Peters (2009a) the "...most pronounced impact on policy studies comes from the *managerial* framework" (p. 13, original emphasis). University managers are the individuals who most often participate in policy making, consequently managing actions of their employees. Mulderrig (2011) suggests that "managed actions" (p. 570) involve the act of getting people to do things (e.g. ensure, require, expect, support, and help). These policies, once implemented affect the work and lives of their employees, as is the case with the UUDLEs policy.

Clarke and Newman (1997) identify managerialism as an ideology that "…actively seeks 'responsibility' and seeks to further disperse it as a corporate and individual good. It promises 'transparency' within a complex field of decision-making" (p. 30). According to Currie and Newson (1998):

Managerialism represents more than the expansion of administrative personnel in universities and more than a style of leadership. It involves entire institutions in new ways of conceiving of and accomplishing their business: indeed, of defining its activities in terms of business rather than of education. Managerialism represents changes in practice that have a profound impact on the nature of higher education itself (p. 142).

Rhoades and Slaughter (2004), while in agreement with this representation, expand it in their theory of academic capitalism. They suggest that it is academic managers, particularly presidents, provosts, and academic deans, that have a significant role in the advancement of academic capitalism on campus. Talburt (2005) reports that university managers are not influenced by the corporation but rather that they actively incorporate the institution and those therein into the new economy.

Multiple terms may be used to talk about the phenomenon of managerialism: micromanaging, micro-economic reform, or increasing managerialism – all of which speak to a power shift and autonomy away from academics[14] (Beaton, 1999; Currie, 1998; Currie & Newson, 1998). Acker (2010) identifies the impact of governmental policies upon the work of mangers being able to strategize around them. Additionally,

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[14]I seek to continuously draw attention to the fact that I am researching the work of the university teacher, not simply those who are tenured or tenure-stream. It is my intention to broaden the discussion on how it is that managerialism has coordinating relations on the work of teaching. The term 'academic' serves to limit the context of this research.

she highlights the claim that being a university manager means fewer constraints compared to university teachers who are subject to performativity expectations. With the shift towards a highly entrepreneurial university has come the expansion of managerial governance which challenges collegial governance and the academic community within the institution (Clarke & Newman, 1997; Currie & Newson, 1998). Newson and Buchbinder (1988) suggest that "academic management" (p. 29) has taken the place of shared and collegial decision making. "Academics perceive these moves as a bid to centralize power in the hands of a few senior managers who make decisions more quickly, and as a result, academics are consulted on fewer decisions, mainly those dealing with curricular issues" (Currie &Vidovich, 1998, p. 153).   Managerialism and micro-management has led to increased alienation of academics as well as an expanding gap between administrators and academics which are severely impacting the community and culture of the university itself (Currie &Vidovich, 1998). This division is visible with the implementation of the UUDLEs policy by central administration.

George Keller (1983) has stated that higher education has experienced "the management revolution in the academy" (as cited by Rhoades & Slaughter, 2004, p. 38). This revolution involved academic managers employing increasingly strategic and tactical control over the organization of the university. The production and reproduction of academic commercial activities, such as the creation, enhancement, and quality assurance of programs of study for the knowledge economy, creates a need to expand the role of academic managers. "This managerial presence normalizes and perpetuates certain types of management and accounting of faculty, student, and institutional productivity..." (Talburt, 2005, p. 639). Management's presence is evident through the implementation of

the UUDLEs policy whereby academic mangers have played a very active role in the shaping of higher education curriculum through the inclusion of a standardized framework. This framework is a mechanism that ties to the global labour market and moves toward internal market-based processes in the evaluation of academic programs (Rhoades & Slaughter, 2004). As is suggested in this dissertation the standardization of degree level expectations may also lead to the standardization of the performance evaluation of university teachers. A standardizing accountability framework, like UUDLEs, increases managers' power in strategic decision making and curricular change.

University managers have a great deal of influence in the defining of quality because they are the decision makers and thus control the operations and budgets of the institution. University teachers have little regulatory power in decision making within institutional hierarchies and are considered by management to be producers of quality whereas students are the consumers of quality through tuition payments (Beaton, 1999; Wellen, 2005). Moreover, this managerial agenda is increasing the call for assessment of quality, UUDLEs for example, in order to communicate to university consumers and stakeholders its commitment to quality assurance. Beaton (1999) states that:

> The emphasis on organizational goals instead of an autonomous, curiosity-driven research and teaching agenda shifts the emphasis in the university from the teacher-researcher to the administration. It becomes the purview of the administration to constantly engage in data collection processes to determine performance and quality, assess and interpret the data, and to initiate action plans to ensure compliance with accepted procedure and to meet planned objectives (p. 45).

This shift in values has implications for teaching as humanistic, educative relationships are reconstructed as consumer transactions (Noddings, 1988; Wellen, 2005). To this end, university teachers have become what Slaughter and Rhoades (2004) call "managed professionals" (p. 10).

Further to the restrictions of academic freedom, Rowland (2000) states that these forms of action – performance measures, standardization, quality control procedures, centralization of management and the influences of the global market - limit professional control by academics as they encourage little thought and produce results that serve only to provide measures of student satisfaction – not educational value. The UUDLEs policy requires university teachers to articulate the learning outcomes that they expect their students will emerge with upon completion of their degree. To what end students will actually meet these outcomes is yet to be determined and will form the basis of future research. To this end Rowland (2000) outlines that:

> Institutional ways of responding to the requirement of accountability tend to
>
> be bureaucratic, inflexible and mechanical, but those who operate these
>
> requirements are often our colleagues or others who do have some understanding
>
> that education is more than a merely mechanical process of knowledge and skill
>
> delivery (Rowland, 2000, p. 123).

With the understanding that the majority of university administrators are full-time managers, some are academics who will return to academia with the completion of their administrative term (Newson & Buchbinder, 1988). Thus, they may not understand how university teaching work is done. Moreover, they may not understand how the implementation of educational policy, such as UUDLEs, can have transformative effects

on this work. It is, however, plausible that some administrators do understand how teaching work is done and that they may be hoping for some transformative effects on this work.

Linking the Discursive Web to Material Effects

In this phase of critical policy discourse analysis I link the discourses circulating within the UUDLEs policy web to their material effects. I do so by identifying discursive impacts on social relations as well as by exposing how these discourses orchestrate a version of truth that structures reality. I argue that the marginalization of university teachers is a consequence of the UUDLEs policy implementation process as the standardization of teaching disempowers teachers. They become marginalized in a way that robs university teachers of their freedom to teach as they aspire.

The Marginalization of University Teachers

This section discusses ways in which university teachers have become marginalized within the broader context of the political economic terrain of higher education. It is important to distinguish between the *marginalization* and *co-optation* of university teachers as both are discussed in this research (my emphasis). As will be informed by the literature below and evidenced in the presentation of findings chapters, the *marginalization of university teachers* is linked to their participation in academic governance and decision-making. This is particularly significant in their writing and re-writing of the UUDLEs framework in the Faculty of Education. This is concomitant with the *ascent of managerialism* within the university. The co-optation of university teachers, however, is connected to the mandating of the UUDLEs policy work regarding the implementation process. Once decisions were made by university managers, university

teachers were enlisted to implement the UUDLEs policy which is concomitant with the descent of academic autonomy and freedom.

The push for quality assurance and efficiency has led to the marginalization and reduction of university teachers. This push has been dramatically increased as management has become more central in decision-making procedures (Currie & Vidovich, 1998; Gewirtz, 1997). Consequently, university teachers experience reduced autonomy and collegiality. Codd (2005) asserts that economic rationalism, managerialism, and globalization have "...produced an erosion of trust and a degradation of teaching as a profession" (p. 193). Furthermore, he states that teachers become managed professionals in this culture of managerialism as they are expected to have specific competencies and produce that which performance indicators can measure.

The ties between course curriculum and external organizations such as the Ontario Council of Academic Vice-Presidents (OCAV), the Council of Ontario Universities (COU), or the Higher Education Quality Council of Ontario (HECQO), "…raise the possibility of academic knowledge as the servant of power, ministering to special interests at odds with the public good" (Slaughter, 2002, p. 273). In this sense, faculty must negotiate between such external organizations as well as university management in order to develop curricula that will serve the various missions of these agencies. Such is the case with the UUDLEs framework.

Shifting Terrain of Teaching Work

University managerialism and market pressures are influencing university mandates. Newson and Buchbinder (1988) suggest that university teachers, specifically those who are tenured or tenure-stream, have been too preoccupied with high teaching

loads, pressures to research and publish, writing grants and university service work to have even noticed the "institutional ground shifting beneath them" (p. 94). They further suggest that this change has undermined their ability to determine the outcomes of their work and shifted this power into the hands of management. This research substantiates the relevance of Newson and Buchbinder's arguments. What proves to be an interesting contradiction to this statement is that the articulation of the UUDLEs framework was completed as a part of faculty member's service work in the Curriculum, Learning, and Teaching Committee (CLT) and done on behalf of the remaining members of the Faculty of Education. However, while the expectations were determined by the members of the committee, the UUDLEs policy was developed by a committee external to the university. University management set the agenda process which had a profound effect on the implementation process and up take by university teachers. Unless one was a member of CLT or the ad hoc committee during that time, there was no power to determine the outcomes of one's own teaching work. Since university teachers are responsible for the development and delivery of course curriculum "…their professional interests cannot be separated easily from the organization and purpose of the work they do, which is guided by academic policy" (Newson & Buchbinder, 1988, pp. 39-40). The UUDLEs policy has thus become a guiding text according to which the work of university teaching is organized.

Boyer (1991) discusses many competing priorities of the university professoriate. He maintains that teaching is an important component of working within and for the institution and views teaching not merely as a profession but as a form of scholarship. He articulates how university teaching is undervalued (the invisible work of university

teachers). Those external to the inner workings of the university – government, trustees, general public - "…often fail to understand why ten or twelve hours in the classroom each week can be a heavy load is their lack of awareness of the hard work and the serious study that undergirds good teaching" (p. 11). Within the context of the UUDLEs policy, those who undervalue teaching, as suggested by Boyer (1991), or those who do not understand the complexity of university teaching may believe it is appropriate to submit this work to a standardizing accountability framework.

Skewing of Curriculum

One of the many responses to the increasing marketization and privatization of the new corporate university is the modification or skewing of curriculum. Slaughter (2002) suggests that curriculum planners will need to consider the implementation of new curricula whereby faculty and administrators will be forced to strategically position programs within the labour market. DeAngelis (1998) reiterates the point that higher education has enlarged its curricula and diversified its teaching methods in an attempt to make available more diversified and interdisciplinary programs. These programs will need to be implemented widely and require the assurance of prestige and faculty resources as well as high-paying careers for students in order to be successful. Slaughter (2002) further states that contributions of knowledge production are usually supported by outside parties or external resource providers, reflecting structures of power and opportunity. As disciplines are dependent upon organizations that support them, they too then, have influence over curriculum development.

Academic Freedom

Codd (2005) asserts that because of managerialism's focus on efficiency and external accountability, university teachers are perceived as perfunctory rather than as professionals which "diminishes their autonomy and commitment to the values and principles of education" (p. 201). The Ontario Confederation of University Faculty Association (OCUFA) (2006) defines academic freedom as one's freedom within the academy to pursue a research and teaching agenda, without fear, threat, or consequence (OCUFA, 2006). Academic freedom is a principle espoused by the university but within it, a great deal of uniformity and conformity is present. Vidovich and Currie (1998), citing Slaughter (1994), widely construct academic freedom to include the collective right to self-governance which also suggests the convergence of individual and institutional autonomy. This statement suggests that university teachers have power and control over the work that they do, including that of developing and teaching curriculum. Academic freedom and individual autonomy are not guaranteed by institutional autonomy however. A "…university's autonomy may be actively exploited to restrict the freedom of its academic staff, especially in situations where the interests of management and staff are different" (Vidovich & Currie, 1998, p. 194). Such is the case with the UUDLES policy, performance measures, standardization, quality control procedures, centralization of management and the influences of the global market further limit professional control of academic teaching. As Gewirtz (1997) has observed, both the content and form of teaching work is influenced by mechanisms to assure quality and the evaluation of that quality. Rowland (2000) suggests, however, that it is imperative that the actual experiences of those teaching remain visible and that it be their work that provides the

basis for conceptualizing the teaching process, and not that of administrators or politicians. The current research speaks to this imperative through the presentation of informant narratives in Chapters Six and Seven.

Buchbinder (1993) discusses visible changes in governance which have affected autonomy and collegiality within the university. He describes them as being linked to external forces of the political economy and internal structures of governance within the university. Autonomy is directly linked to the decision making of the collegium (Buchbinder, 1993; Fallis, 2005). "Collegiality is the interactive expression, the linkage of autonomous units. Collegiality is the way in which autonomy is organized. It represents a sharing in the governance of the academic institution" (Buchbinder, 1993, p. 333).Collegiality and autonomy define the foundation and structure of academics' participation in the academic enterprise. Skolnik (1989) states, however, that the pressures to conform within the university are manifest through decision-making processes. One such mechanism that has infiltrated the university is program evaluation. As programs are required to *assure* quality, there are evaluative mechanisms in place to *ensure* quality. Additionally, as the nature of teaching work is being reconfigured according to standardizing accountability frameworks (such as the UUDLEs policy) and a managerial agenda, collegiality and autonomy have diminished.

Conclusion

Numerous voices have been presented in this chapter in order to elucidate the links between various discourses as they work to create a "truth" (Goldberg, 2005a, p.90) about university teaching. I have situated the UUDLEs policy in its political and economic context by describing the discursive web in which it is weaved (Goldberg,

2006; 2005a). *Standardization as a means to assure quality in university teaching*, and *the ascent of a managerial discourse* have influenced the development and implementation of the UUDLEs policy that organizes university teaching work. Globalization and neoliberal ideologies work within the political and economic context of higher education to influence the UUDLEs policy web.

In the next chapter I utilize policy archaeology (Scheurich, 1994) as I continue to situate the UUDLEs policy in its political and economic context. I provide a background on the development of the UUDLEs policy and other higher education policy texts, locally, nationally, and internationally, coordinating the work of university teachers. Chapter Five highlights the broader social utility of the UUDLE policy in order to make visible the emergence of the predominant discourse regarding the *commensurability of higher education outcomes*.

CHAPTER 5: Commensurability of Higher Education Outcomes

My intention in this chapter is to excavate a number of accountability frameworks, using policy archaeology (O'Connor, 2005; Scheurich, 1994), in order to provide a background to the development of the UUDLEs policy and other higher education policy texts orchestrating the work of teaching. This chapter provides the explication of the first of the three "continuous policy cycle" (p. 19) contexts, *the context of influence* (Bowe, Ball, & Gold, 1992, my emphasis). Within this context, public policy is usually initiated, as well as the construction of discourse as interested parties compete and struggle to influence and define what it means for one to be considered educated. Informant's rationales and responses have also been included in order to situate the development and infusion of UUDLEs into the university.

I employ the data analysis technique of policy archaeology (O'Connor, 2005; Scheurich, 1994) which is one approach to policy studies and policy analysis in education. I use this method to unearth the broader social utility of the UUDLEs policy in order to give meaning to the emergence of the predominant discourse of *commensurability of higher education outcomes*. This chapter commences with a macro overview of an international accountability framework and then identifies links to national and local accountability frameworks, legitimizing the predominant discourse.

Constructing a Global Accountability Framework

The shift towards the inclusion of learning expectations and the development of qualifications frameworks has been in development for quite some time, although university teachers do not necessarily have a working knowledge of them. I delineate

various international and national policies and accountability frameworks that have been

implemented in postsecondary education.

The Bologna Process

Attempts to increase and enhance the competitiveness of European higher

education in the global market have been made since the 1980s (Pechar, 2007). Pechar

further suggests that qualifications frameworks have the potential to facilitate mobility

and qualifications recognition. A national framework for European higher education

qualifications was proposed originally in a document called *The Dearing Report*, a

British report (Jisc[15] E-Learning focus, n.d.). The first step in moving towards the

creation of this framework came in1998 when national education ministers from France,

Italy, Germany, and the UK signed the *Sorbonne Declaration*, calling for an

undergraduate/degree structure (Pechar, 2007). In response to political agitation within

the European Union, the Italian national education minister, Luigi Berlinguer, invited

European education ministers to a conference in Bologna where they advanced the ideas

of the *Sorbonne Declaration* (Pechar, 2007). Subsequently, the *Bologna Declaration*, an

agreement to create the European Higher Education Area, was signed by the ministers

present. The *Framework for Higher Education Qualifications in England, Wales and*

Northern Ireland (FHEQ) was first published in 2001 and subsequently a second edition

was published in August 2008 (QAA, 2010). Currently a third edition is being written. It

was developed and is maintained by the Quality Assurance Agency for Higher Education

(QAA), located in the United Kingdom, in accordance with the recommendations of *The*

Dearing Report (QAA, 2008). In November of 2008, the QAA verified that this

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[15]What used to be known as the Joint Information Systems Committee has evolved and as
a company is now known as Jisc (http://www.jisc.ac.uk/about).

framework was compatible with the *Framework for Qualifications of the European Higher Education Area* (FQ-EHEA), which was a milestone in the implementation of the goals of the Bologna Process. "The Bologna Process proposes that the European Higher Education Area (EHEA) is developed as a means of promoting mutual recognition of qualifications, demonstrating transparency of systems and easing the mobility of staff and students across higher education in Europe" (QAA, 2010). One of the main elements involves the development of a national qualifications framework in each European country as well as the development of criteria and procedures to verify that its framework is compatible with the overarching *Framework for Qualifications of the European Higher Education Area* (FQ-EHEA) (QAA, 2010). On June 19, 1999, 29 Ministers responsible for higher education in European countries signed the *Bologna Declaration* (Communiqué of the Conference of Ministers responsible for Higher Education, 2003).The *Bologna Declaration's* reforms strive to ensure the quality of education that meet the needs of the labour market through the production of graduates with high level competencies (AUCC, 2009).

Through many conversations with informants, it became clear that the usages of Outcomes Based Learning (OBL) and expectations have been a long standing, global practice. Moreover, these concepts have long been a part of our everyday language in education. A former member of the Undergraduate Program Review and Audit Committee (UPRAC) stated that:

> That was the substantive shift of interest. To put it in another vocabulary a lot of quality assurance processes began to be input focussed; the number of faculty and their qualifications, the number of books in the library, that kind of easily and

objectively measurable stuff, and not particularly looking at what students have

learned and what the outcomes generally were (Interview, July 2010).

This usage of OBL resulted in a shift to student-centred learning and an emphasis on

output rather than input. Learning objectives became the concrete expression of the shift

in quality assurance.

A former senior administrator at USWO – an individual who has done a great deal

of research in the area of institutional processes and quality assurance of higher education

– noted that only recently Canada made a political decision to participate within this

regime of accountability.

Undergraduate expected learning outcomes were actually common place in 2000,

2001 throughout Australia, New Zealand, South Africa, England, and there [were]

concerns with the learning process developing when in fact once all the European

countries had agreement on degree standards we might be shut out. In other words

our degrees might not be recognized because we don't have an appropriate

assessment process (Interview, May 2010).

Canada did choose to participate in what had already emerged as a global initiative in

higher education – a decision that would facilitate the commensurability of Canadian

higher education with other participating institutions worldwide. Within Canada, it was

the quality assurance bodies that exercised much of the work in launching learning

outcomes and expectations in postsecondary education (Interview, May 2010). These

quality assurance bodies are identified throughout this dissertation.

A Pan-Canadian Framework

Canadian education systems are regulated by the provinces. There is no national

or federal level department of education co-ordinating education across Canada. The

Council of Education Ministers, Canada (CMEC), made up of the provincial and

territorial Minsters of Education, do not have executive decision-making authority over

the nation's education (only their own province). Moreover, they only act on consensus.

One senior level administrator rationalized the development of such a framework having

already acknowledged the Bologna Process:

> I think many other provincial governments were concerned about how their
>
> education maybe looked at badly. And so a committee of, I think it was deputy
>
> ministers of education, came together and decided that something needed to be
>
> done about this, that there needed to be a sort of pan-Canadian assessment
>
> process, or at least some sort of standards established (Interview, May, 2010).

In June 2008, the Association of Universities and Colleges of Canada (AUCC) released a

Statement on Canadian Universities and the Bologna Process, reflecting a commitment

to address the emerging (emergent at the time of publication) European Higher

Education. Four commitments were made: to observe the implementation of political

reforms in Europe; to scrutinize the engagement of other non-Bologna countries; to

remain aware of key issues related to the Bologna Process; "...and to pursue a policy

dialogue with European partners as a means to enhancing Canada – Europe cooperation"

(AUCC, 2009, p.3). From this standpoint, the AUCC assembled the January 2009

symposium to consider the implications of the Bologna Process for Canadian universities,

marking a key shift in which a European initiative enters into Canada and a global accountability relationship.

Through their involvement with the International Network of Quality Assurance Agencies in Higher Education and the Council for Higher Education Accreditation (INQAAHE) (located in The Hague, The Netherlands) and Council for Higher Education Accreditation (CHEA) (located in Washington, D.C., USA), the Postsecondary Education Quality Assurance Board (PEQAB) (located in Toronto, Ontario) was introduced to these internationally occurring trends and subsequently decided it was necessary to follow suit. Relevant to the current political context that, in many cases, quality assurance in higher education is a function of the government and/or government agencies. The Postsecondary Education Quality Assurance Board (PEQAB), for example, is an agency board and commission of the Ontario provincial government. It functions as an advisory agency that makes recommendations to the Minister of Training, Colleges and Universities (MTCU) of Ontario on applications for ministerial consent as outlined under the terms of the Post-secondary Education Choice and Excellence Act, 2000. This act requires that any organization that seek to offer degree programs or be considered a university must have consent of the MTCU or an act of the Legislative Assembly of Ontario.

> Ministerial consent is required by all public or private degree-granting
> organizations, either for profit or non-profit, based outside the province to offer
> all or part of a degree program in Ontario. It is also required by all private
> organizations in Ontario, either for profit or non-profit, and by all Ontario public

organizations not empowered to grant degrees by Ontario statute to offer all or

part of degree programs (PEQAB, n.d.).

Furthermore, part of the mandate of PEQAB is to determine review criteria and complete

related research as necessary. One senior level administrator commented:

These quality assurance agencies around the world all responded to increasing

public pressure for different words used like accountability, value for money, for

responding to the sense that...I've hired a university graduate and he or she can't

spell, can't count without a calculator, what are they giving this degree for?

(Interview, July 2010).

This quote again speaks to the issue of being able to measure, qualify, and promote

common recognition of qualifications, in order to facilitate the global mobility of students

across higher education.

The original publication of the *Framework for Higher Education Qualifications in*

England, Wales and Northern Ireland (FHEQ) underpins the development of the degree

level statements that PEQAB articulated and named *Degree Level Standards*. This was

the first degree qualifications framework in Canada and was published in 2002. As one

senior manager explained:

...as higher education became more international and there was more mobility at

the employment level, at the post-graduate study level, even at the transfer credit

level, it mattered how much one institution and one jurisdiction could know what

the degrees awarded in another jurisdiction or even the courses taken in another

jurisdiction represent (Interview, July 2010).

The five levels of Degree Level Standards are: applied bachelors; bachelors; honours bachelors; masters and doctoral. The Council of Ministers of Education, Canada (CMEC) adopted PEQABs *Degree Level Standards* as they too were working towards the establishment of a Pan-Canadian framework.

In 2003, the Deputy Minister of Training, Colleges, and Universities in Ontario proposed to counterparts in Alberta and British Columbia (provinces with Quality Assurance agencies) to compare notes on current issues in higher education. An interprovincial workshop co-hosted by the three provinces was held in Toronto from February 8-10, 2004. Representatives from Quebec, Newfoundland and Labrador, New Brunswick, the Council of Ministers of Education, Canada, the Canadian Information Centre for International Credentials, and federal department of human resources and skills development attended (PEQAB Annual Report 2003-2004). The purpose of the workshop was to develop a proposal for a pan-Canadian approach to quality assurance. A report entitled *Inter-provincial Cooperation Respecting a Pan-Canadian Quality Assurance Scheme for Canadian Post-secondary Education* was submitted to the Advisory Committee of Deputy Ministers of Education (ACDME) in July 2004. The report entailed recommendations to form a committee representing all provinces and territories to address QA issues and recognition of degree credentials across Canada (PEQAB Annual Report 2003-2004).

At their meeting in August 2004, ACDME formed the Committee on Quality Assurance of Degree Programs in Canada[16] to develop a ministerial statement and work

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[16]This committee also refers to itself as the Pan-Canadian Committee on Quality Assurance of Degree Programming, the Quality Assurance Working Group, the Working Group on Quality Assurance, and the Quality Assurance Subcommittee.

in areas related to quality assurance. Part of their mandate was to report on provincial/territorial activities related to quality assurance (CMEC, 2007). Their main initiative was to draft a Pan-Canadian qualifications framework that would describe the learning outcome competencies expected at each level. The Pan-Canadian framework utilizes the same six categories as UUDLEs and the Ontario Qualifications Framework[17] (PEQAB Annual Report 2006-2007). In August 2005, the Pan-Canadian committee submitted the *Ministerial Statement on Quality Assurance of Degree Education in Canada* to ACDME. CMEC endorsed the *Ministerial Statement on Quality Assurance of Degree Education in Canada* in February 2007, thus putting into action a set of standards at a Pan-Canadian level to ease credit transfer and increase understanding of Canadian postsecondary education internationally (PEQAB Annual Report 2007-08).

Accountability Frameworks in Ontario

This section briefly reviews the range of existing accountability frameworks in Ontario's PSE. University Undergraduate Degree Level Expectations, otherwise known as UUDLEs is one of the more recent expressions of an accountability framework that is being utilized in institutes of higher education in Ontario. The UUDLEs policy evolved from the many accountability initiatives in the publicly funded universities of Ontario. As outlined by the Council of Ontario Universities[18], in *the Proposed University*

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[17] As the development of a pan-Canadian framework was unfolding, PEQAB also launched an initiative with the MTCU to establish an Ontario Qualifications Framework. This framework describes learning/performance expectations of all certificates, diplomas and degree programs under the auspices of the MTCU. A working group of the MTCU (chaired by PEQAB secretariat) drafted a document providing descriptions of apprenticeship certificates, certificates and diplomas offered by public colleges, and degrees (PEQAB Annual Report, 2006-2007).

[18] The Council of Ontario Universities (COU), instituted in 1962 in response to the need for participation in educational reform and expansion, was originally known as the

Accountability Framework (2004), Ontario universities are committed to the realization

of an accountability framework and as such, a collaborative/cooperative relationship with

the Ontario government is required. This relationship should be one that "…strikes an

appropriate balance between autonomy and accountability" (p. 1). The framework is

intended to measure quality improvement and the development of provincial policies for

Ontario universities (HEQCO, 2007).

The establishment of an Accountability Framework has been a work in progress

for some time. In 1991, William Broadhurst led a task force that was charged with the

responsibility to develop recommendations for a framework that would clearly

communicate accountability of Ontario Universities to the public. Alongside this

initiative, the Ontario Council on University Affairs (OCUA) was asked by the Ontario

government for advice as to how to establish program reviews as a way to warrant

accountability for academic quality in provincially assisted universities. In May of 1993,

the Task Force on University Accountability submitted *University Accountability: A*

Strengthened Framework which recommended that each university utilize an

institutionally based framework (OCUFA, 2006). This report called for a fortification of

accountability in the university sector.

A number of measures, internal to the Universities, were taken as a response:

governing boards restructuring; examinations of governance structures; and the

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Committee of Presidents of the Universities of Ontario and was made up of executive
heads of each provincially assisted university. It later expanded to include both the
executive head and an academic colleague (COU, 2008). In 1971, the committee
changed its name to the Council of Ontario Universities. COU works to facilitate
discussion between their 20 member institutions and one associate member institution on
a wide range of university issues including funding, research, graduate studies,
international relations and accessibility. COU also coordinates initiatives pertaining to
issues of university accountability, quality assurance, and academic integrity (COU, n.d.).

establishment of performance indicators. Additionally, universities were also are subject

to: graduate appraisals conducted by the Ontario Council on Graduate Studies (OCGS);

undergraduate review audits conducted by the Undergraduate Program Review Audit

Committee (UPRAC) which was under the auspices of the Ontario Council of Academic

Vice-Presidents (OCAV); accreditation procedures for professional programs; and the

submission of the university's annual financial statements to the Ministry of Training,

Colleges, and Universities (MTCU) (COU, 2004). Both OCGS and OCAV were affiliates

to the Council of Ontario Universities. It is of importance to note that there has been a

recent restructuring of the graduate appraisal and undergraduate review processes.

Identified by the Quality and Productivity Task Force, a COU committee (COU,

2006), "[t]he 'accounting and counting' phase has evolved into a focus on results and on

continuous quality improvement. There has been a shift from mapping and influencing

outcomes to identifying desired outcomes initially and stretch targets subsequently" (pp.

2-3). More recently, the framework draws upon the 2001 report of the Ontario Financial

Review Commission (OFRC) on public sector accountability.

The framework is intended to help government and the public understand the

accountability mechanisms that already exist in universities and how these mechanisms

fit into a common framework. The framework identifies common elements of the wide

range of accountability mechanisms that each university already employs to some degree,

and allows for an individual university to tailor essential accountability mechanisms

to reflect its distinct mission, history, culture, and strategic directions (COU, 2004, p. 3).

Six elements of accountability have been customized to Ontario universities as

autonomous institutions with a particular relationship with the government: legal

authority; governance and management of the university; mission statements and strategic planning; performance measures; financial management; and accountability relationships (COU, 2004).

In the summer of 2004, a Quality and Financing Task Force was established by the government of Ontario to launch a commission that would review the current state of higher education. This provincial review of post-secondary education was led by former Ontario Premier Bob Rae and followed a number of Liberal government educational initiatives, a fully funded tuition freeze in April 2004 for example. The postsecondary review report entitled *Ontario: A Leader in Learning* (2005) hereinafter referred to as the 'Rae Report' argued that the demands set out by the government regarding accountability should also respect institutional self-governance (HEQCO, 2007). "The commission's report emphasized the need to make explicit processes for ensuring quality and recommended that every university in Ontario should implement the National Survey for Student Engagement" (Hubball, Gold, Mighty, Britnell, 2007, p. 94; http://nsse.iub.edu; Rae, 2005). The National Survey for Student Engagement (NSSE) is a quantitative questionnaire pertaining to academic challenge, active and collaborative learning, student-faculty interactions, enriching educational experiences, and supportive campus environments (Hubball, Gold, Mighty, Britnell, 2007). The survey is implemented in over 1000 postsecondary institutions in North America.

Rae further recommended that a Council on Higher Education be developed that would report to the MTCU on how to establish targets and measures of performance as well as the monitoring of performance and outcomes. Essentially, the mandate was how best practices could be encouraged. Thus, the Higher Education Quality Council of

Ontario (HEQCO) was established. Legislation was passed at the end of 2005,

establishing HEQCO. HEQCO is a Crown agency independent of the Ministry of

Training, Colleges, and Universities (MTCU) and the postsecondary education sector

although it does contribute to the improvement of postsecondary education in Ontario

(HEQCO, 2007). HEQCO is charged with a broad mandate of improving accountability,

quality, and access in postsecondary education by the Higher Education Quality Council

of Ontario Act of 2005. Specifically, the functions of the Council are: to make

recommendations to the Minister on targets to be achieved and on performance measures

to be used; to evaluate the postsecondary sector; and to complete research on models of

postsecondary education and other matters as set out by the Minister (HEQCO, 2007).

Multi-Year Accountability Agreements

In response to the Rae Report and as a part of the 2005 Ontario budget, the

Ontario government introduced *Reaching Higher: The McGuinty Government Plan for*

Postsecondary Education which stated that an investment of $6.2 billion in Ontario's

postsecondary education and training system would be made by 2009 (COU, 2006;

Multi-Year Agreement for Universities for 2006-07 to 2008-09, 2006). These funds come

from the Higher Quality Education Fund (2006-07 Multi-Year Accountability Report-

Back). As part of the 2009 budget, the McGuinty government announced that $700

million would be given to enhance skills and training programmes as well as an

additional $150 million in immediate, one-time support for postsecondary institutions as

the government has recognized that student enrolment far surpassed the projections of

Reaching Higher. Any institution receiving these funds was expected to demonstrate that

the public investment would be returned significantly and that both students and society will benefit (COU, 2006).

The Rae Report advocated HEQCO as the leader in the establishment of a quality assurance framework. The Report anticipated that both provincial and institutional performance measures would be included in multi-year plans and would be published. The claim was that performance measures could help students make educational choices and play a role in increasing public confidence in higher education. "Such a quality assurance framework would provide a basis for assessing whether the quality of education at Ontario colleges and universities meets or exceeds the standards of other high-quality postsecondary education systems" (HEQCO, 2007, p. 5). Furthermore, HEQCO will facilitate Multi-Year Accountability Agreements with institutions, including the growth of performance indicators and monitoring the Student Access Guarantee (Multi-Year Agreement for Universities for 2006-07 to 2008-09, 2006). It is crucial to keep in mind that this accountability tool is government mandated: "In partnership with institutions, the Ministry is committed to reviewing and revising this agreement as needed on an annual basis to ensure that colleges and universities remain focused on meeting the government goals for post-secondary education" (p. 2). Through research and advisement, HEQCO informs the process.

In response to the implementation of the *Reaching Higher Plan* the government expected to see an increase of university enrolments, particularly at the graduate level, more faculty to accommodate this increase in student enrolment, the setting of targets for new faculty hires, an improvement in the student experience, increased student-teacher interaction, improved student retention and student academic performance, and overall

improvement in system performance (COU, 2006). The government's goal was to use the *Reaching Higher Plan* investments in order to improve quality, accountability, and access to postsecondary education. Looking to improve efficiency, accountability and productivity in Ontario universities, the government is borrowing from policies in K-12 education and its broader public service partners (e.g. health and public services). Specifically, goals have been identified for enhancing improvement of access, quality, and accountability. Access is defined as "enhanced student financial assistance, increased enrolments, and expanded opportunities for aboriginals, francophones, new Canadians, persons with disabilities and 'first generation' students whose parents did not attend postsecondary institutions" (COU, 2006, p. 3). Quality in higher education will be such that high standards in teaching, research, and the student learning experience are achieved. Accountability is defined in terms of targets and measures that monitor quality performance.

Articulated in a document entitled *Multi-Year Agreement for Universities for 2006-07 to 2008-09* are a number of government initiatives intended to meet the goals of the *Reaching Higher Plan*. For example the government of Ontario will: establish enrolment targets; provide funding to deliver services in order to provide access; develop a Student Access Guarantee ensuring that no qualified Ontario student is prevented from attending a PSE institution due to lack of financial support; and develop an international marketing strategy in order to remain competitive in the global market. Also identified within the plan are a number of institutional commitments such as: participate in the Ontario Universities' Key Performance Indicator initiative; complete the Multi-Year

Action Plan template; and thereafter participate in an annual review of the Multi-Year

Action Plan.

The Ministry of Training, Colleges and Universities until 2005 had been

responsible for the provision of funds and the reporting of outcomes related to the

funding. However, in the fall of 2005, every publicly assisted Ontario university was

required to submit to MTCU an Interim Accountability Agreement (IAA) which

confirmed the commitments and results expected by the government and university for

the first year of the new *Reaching Higher* investments (Multi-Year Agreement for

Universities for 2006-07 to 2008-09, 2006; York University and Ministry of Training

Colleges and Universities Multi-Year Agreement Consultations, 2006). The IAA served

as the basis upon which the government introduced Multi-Year Accountability

Agreements and funding allocations, which articulate the government's system-wide

goals and responsibilities in meeting those goals. The Multi-Year Agreement confirms

the commitments expected from each institution and the sector-wide indicators that will

be used to report on results achieved" (Multi-Year Agreement for Universities for 2006-

07 to 2008-09, 2006, p. 1). This agreement formalizes the accountability, performance

and productivity relationship between the government and the publicly assisted

universities of Ontario.

In August of 2006, a template for a multi-year agreement was distributed by the

MTCU requiring the universities to develop a Multi-Year Action plan. The purpose of

this plan was to:

...provide an outline of how each institution will use their total operating budget,

including multi-year funding allocations from the government and increased

tuition revenues, to develop and strengthen its unique missions and objectives

while contributing to the achievement of the Reaching Higher goals and results

for access, quality and accountability... (Multi-Year Action Plan, 2006, p. 1).

The allotment of the full amount of the 2006-2007 funding was conditional upon

Ministry approval of the completed Action Plan, which was submitted in September of

2006. The MYA refers to a number of plans and targets: graduate and undergraduate

enrolment plans; increased participation by underrepresented groups; graduation and

retention rates; financial support for students including the Student Access Guarantee;

and enhancement of the quality of learning environments and student satisfaction (York

University and Ministry of Training Colleges and Universities Multi-Year Agreement

Consultations, 2006). The University of South Western Ontario's Multi-Year Agreement

is based upon its University Action Plan (UAP) which outlines a number of specific

priorities: research intensification; expansion of graduate enrolment; stabilization of

undergraduate enrolment levels; enhanced quality of the student learning experience and

greater student engagement; and review of academic programs (Multi-Year Action Plan,

2006).

An MTCU memo dated March 31, 2009 outlined that the MYAAs had been

extended to 2009-2010 "...in order for the government and its postsecondary education

partners to transition into a re-aligned accountability framework that reflects the future

directions for the system in 2010 and beyond" (Multi-Year Accountability Agreement

Report-Back, 2008-2009, p. 1). Distinct from previous MYAAs Report-Back reports was

that the MTCU did not require any additional targets to be set for 2009-2010.

Universities were required, however, to identify how quality improvement and access

strategies would be extended into 2009-2010. Moreover, institutions had to articulate how these improvements would be monitored over the transition year. "The expectation is that by strategically aligning activities and focusing on evaluation of outcomes that your 2009-10 year will provide the basis for your institution to develop a new Multi-Year Action Plan with corresponding targets in 2010" (Multi-Year Accountability Agreement Report-Back, 2008-2009, pp. 1-2). The use of the word 'outcomes' is significant in this piece of text as it signals a merging of the Multi-Year Accountability Agreement policy with outcomes based accountability mechanisms.

The 2009-2010 report-back form was altered in order to gather information on system-wide indicators and targets that would be introduced by the MTCU in 2010-2011. Examples of system-wide indicators are: enrolment (headcount); class size; online learning; and of particular interest within the context of this research, quality of the learning environment and participation in the Credit Transfer System. The 2009-10 MYAA report-back required institutions to provide data on credit transfer, online learning, and international students.

Credit transfer and the evaluation of credits accumulated are highly publicised on the government of Ontario's website (http://www.ontario.ca/en/communities/ education/index.htm). *ONTransfer* is the new Credit Transfer system in Ontario by the Ontario Council on Articulation and Transfer (ONCAT) which is an arm's length, government-funded body that is responsible for the coordination of the transfer system (http://www.tcu.gov.on.ca/eng/eopg/ publications/CreditTransferE.pdf). *ONTransfer* is one example (UUDLEs is another) that is being promoted as a mechanism to ensure the recognition of educational achievements as well as to facilitate the transfer of credit

between postsecondary institutions. ONCAT is committed to "…assisting students to achieve successful academic and career futures. ONCAT facilitates and supports academic collaboration and the development of transfer pathways among Ontario's publicly funded colleges and universities to optimize postsecondary options for students and reduce duplication of prior learning" (http://www.ontransfer.ca/www/index_en.php?page=who_we_are).

This re-alignment of the University of South Western Ontario's MYAA is highly significant in the continued rolled out and implementation of the UUDLEs policy (as will be detailed further in Chapter Seven). Moreover, it has direct ties to the quality assurance of programs of study for the knowledge economy. As identified in Chapter Four, this kind of accountability framework links to the global labour market and moves toward internal market-based processes in the evaluation of academic programs.

Key Performance Indicators

Key Performance indicators (KPIs) are measurements that are used to rank and evaluate (Bruneau & Savage, 2002). There are three measurements that institutions are required to report in order to receive performance-based funding from the Ontario government. "This funding change is based on changes to the KPI numbers themselves. Current KPIs include graduation rates, employment rates and OSAP default rates" (OUSA, 2011, p. 3).Through the 1990s and early 2000s, while Rae and then Harris were the province's premieres, clues of a PI upsurge were visible (Bruneau & Savage, 2002; Fallis, 2005). In 1993, Premier Rae's Council of Economic Renewal and its *Task Force on Lifelong Learning*, in conjunction with his work in post-secondary education, commissioned Edward DeRosiers to write a document entitled *An Information*

Framework Linking Educational Outcomes to Economic Renewal. This document

recommended "…a unified and detailed PIs system that crosses all institutional

boundaries in the public and private sectors" (Bruneau & Savage, 2002, p. 206). It noted

that it had little interest in performance, but in the meeting of the human resource

requirements of the province's economy (Bruneau & Savage, 2002). As noted in previous

chapters, the response by the universities has been to articulate the competencies they

expect their graduates to emerge with, including preparedness for the global labour

market. Accountability frameworks, such as the UUDLEs policy, have become a

widespread initiative to assist in the communication of the skills and qualities possessed

by each institution's graduates.

In 1998-1999, the provincial Conservative government introduced key

performance indicators. A steering committee – the MTCU/COU – was established to

develop the indicators, which subsequently mandated that all institutions provide

information for students on graduation rates, graduate employment rates, and OSAP

student loan default rates. In the following year, the Ontario government made public its

plan to link postsecondary education funding to institutional performance – the

Performance Fund (OCUFA, 2006). The Performance Fund is based on yearly enrolment

growth. Universities could only access this money if admissions to first-year entry level

programs were equal or more than the previous year's admissions. The performance

indicator fund bases their division of funds upon how the universities meet their

graduation and school to work employment rates.

In 2003 a new funding envelop with attached performance indicators was

allocated. Each university was required to develop an institutional quality plan ('Muti-

Year Accountability Agreements' or MYAAs) to demonstrate how funding would be used for hiring, buying resources, the improvement of student services, and the development of new programs. HEQCO, the body created to report to the MTCU on how to establish targets and measures of performance as well as the monitoring of performance and outcomes, was charged with the challenge of advising how to implement the MYAAs performance measures for the purposes of evaluation. As part of this initiative, the Ontario government made public its plan to introduce multi-year agreements in 2006-2007.

University Program Reviews

Quality assurance in Ontario has long been considered of high priority. In an interview with a former Vice President we discussed quality assurance in Ontario and why it has become such a critical focus within higher education:

> So part of it is government kind of accountability, if you want money from us, we want proof that you're doing good things…But also public, people who essentially come to the university or send their kids to the university and they want to know what they are getting for their money and in another sense they need to see I come and I give you all of this money and four years of my life, what are you doing for me?...It also, increasingly is being recognized for an external or international context as well, so you take somebody who's maybe done a bachelor's degree somewhere else, Europe for example, and they want to do graduate work somewhere (Interview, March 2010).

Once again this notion of being recognized and assuring quality nationally and internationally is elicited and furthermore gives rise to the predominant discourse of *commensurability of higher education outcomes*.

These programmatic types of reviews have been documented as early as 1968 when a series of external appraisals of new graduate programs in Ontario were conducted (OUCQA, 2010). In 1982, Ontario initiated external appraisals of approved graduate programs though the Ontario Council of Graduate Studies (OCGS).[19] COU approved the launching of systematic auditing of policies and procedures for the periodic review of undergraduate programs in Ontario universities in 1996. These reviews were to be conducted by the Undergraduate Program Review Audit Committee (UPRAC), and managed by the Executive Director of OCGS under the direction of OCAV. This process was to enable the completion of quality reviews of undergraduate programs. UPRAC was initiated to ensure that appropriate policies and practices were in place for the approval of new undergraduate programs and for periodic reviews of existing undergraduate programs. "Much of the impetus for this initiative was the publication of the report of the Task Force on University Accountability (the Broadhurst Report)... (OUCQA, 2010, p. 1).

The purpose of the Undergraduate Program Review (UPR) is to "…provide advice to programs under review about their strengths and weaknesses and to suggest ways to improve program quality" (York University Program Reviews, 2004, p. 9). Quality, as outlined in the York University Program Review (2004) "…require[s] that each member of University conduct his or her activities with intelligence and learning,

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[19] OCGS is made up of 20 Deans of Graduate Studies and is supported by an executive director and COU staff.

care and attention, effort and imagination, a capacity for rigorous self-criticism and a constant search for new and higher levels of achievement" (p. 3). As specified by the Undergraduate Program Review Audit Committee, any undergraduate program receiving operating funds from the MTCU is to undergo review. These program reviews are now provincially mandated and audited by UPRAC to assess the quality of the programs offered by the university by identifying strengths and weaknesses, suggesting solutions to problems, and promoting practical change in order to improve program quality (York University Program Review, 2004). By adopting the UPRAC Review and Guidelines, the universities have agreed to establish policies and procedures for the review process existing programs, for the approval of new programs, and to have them audited (OCAV, 2006). These reviews take place every eight years.

UPRAC incorporated the UUDLEs guidelines in 2006 in addition to the *UPRAC Review and Audit Guidelines* (OCAV, 2006). It is important to make the distinction that the UUDLEs guidelines were an addendum to the original review process as a restructuring of the graduate appraisal and undergraduate review processes has taken place (as will be examined in further detail in Chapter Seven). In order to publicly demonstrate accountability, an undergraduate program review process must be undertaken. Moreover, the objective of the review process is to "…assess the quality of the undergraduate programs that the university provides in all areas of study" (p. 2). There are additional elements that comprise the undergraduate review process: the curricular content, admission requirements, mode of delivery, bases of evaluation of student performance, commitment of resources and overall quality of any undergraduate program and its courses are all necessarily related to its goals, learning

objectives and learning outcomes. The overall purpose of the audit is to look for the assurance that university policy clearly speaks to the auditors' objectives. The purpose of the audit itself is critical as it is not undertaken to assess the quality of the programs but rather to assess the extent to which the institution's quality assurance policies are compliant with the audit guidelines.

Learning outcomes, program goals, and degree level expectations are only a few of the initiatives taken in postsecondary education in trying to assure a quality framework to the public, stakeholders, government, and others who have some form of investment within the higher education sector. A visual perspective of the various arms-length and bodies of oversight is illustrated in *figure 5.1* depicting how the accountability rolls upward and downward from the publicly assisted universities of Ontario to the various arms-length bodies.

University Undergraduate Degree Level Expectations

In seeking to enhance the quality of academic programs through the development of a Quality Assurance Framework (to be discussed in detail in Chapter Seven), OCAV has developed a framework for degree level expectations, *Guidelines for University Undergraduate Degree Level Expectations* (Appendix E)*, for all provincially assisted universities. The UUDLEs framework is meant to "...reflect expectations of performance by the graduates of baccalaureate/bachelor's programs of Ontario's provincially assisted universities. The expectations framework elaborates the intellectual and creative development of students and the acquisition of relevant skills that have been widely, yet implicitly, understood" (COU, 2006, p. 9). Each university was required to develop

Figure 5.1 *University Arms-Length Governing Bodies*

LEGEND

COU - Council of Ontario Universities

HEQCO - Higher Education Quality Assurance Board

MTCU - Ministry of Training, Colleges, and Universities

OCAV - Ontario Council of Academic Vice-Presidents

OCGS - Ontario Council of Graduate Studies

PEQAB - Postsecondary Education Quality Assurance Board

UPRAC - Undergraduate Program Review Audit Committee
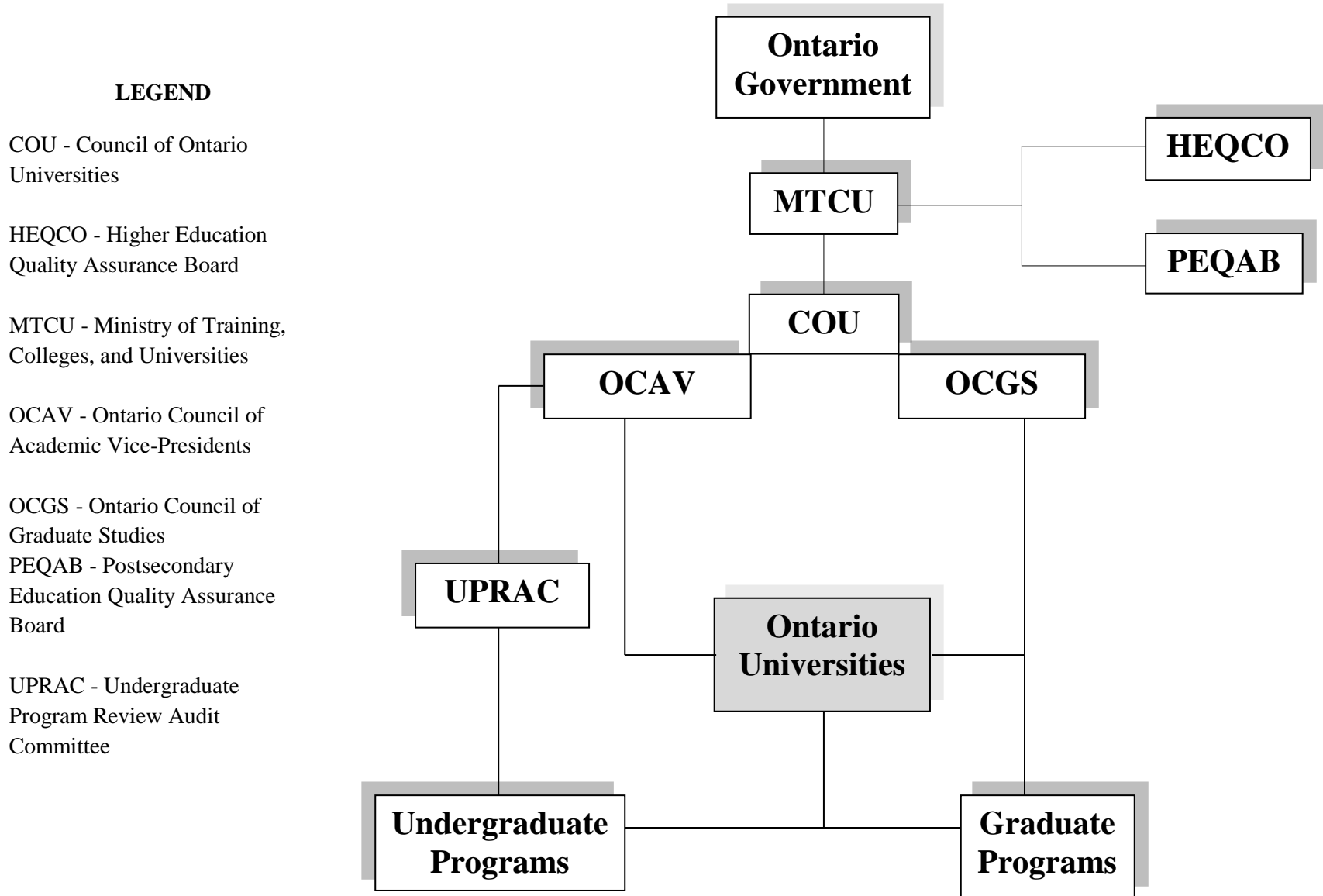
specific UUDLEs statements by June 2008 for which OCAV developed specific guidelines.

These guidelines were endorsed by COU on December 16, 2005 and the Council of Ministers of Education of Canada (CMEC) (Senate Committee on Curriculum and Academic Standards, 2008). The UUDLEs policy was developed in order to provide a provincial standard for the delivery of information about all degree programs. This is to help facilitate "…global comparison on Ontario university qualifications with other institutions of higher learning for purposes of credit transfer, assessment of graduate study preparation and professional qualification and determination of academic equivalencies" (Senate Committee on Curriculum and Academic Standards, 2008, p. 3).The approved guidelines also serve in the realization of a 'Canadian quality assurance framework' that "…responds to the provincial and national demand for greater transparency and accountability in post-secondary education" (p. 3). This development is of critical importance in the emergence of the predominant discourse of *commensurability of higher education outcomes*. In the evolution of quality assurance and accountability there has been a widespread creation of accountability frameworks stemming from the *Bologna Declaration* which resulted in the *Bologna Process*, the development of a Pan-Canadian framework set out in the *Ministerial Statement on Quality Assurance of Degree Education in Canada*, the *Ontario Qualifications Framework*, and the *UUDLEs* policy (my emphasis). See in *figure 5.2* for an illustration of how these accountability frameworks emerged and interconnect to each other.

Six guidelines were designed and are articulated in the document *Guidelines for University Undergraduate Degree Level Expectations* as developed by OCAV. They are

Figure 5.2 *Constructing a Global Accountability Framework*

Solid Line = Direct Relationship
Dotted Line = Indirect Relationship
Bold Box = Accountability Framework
Square Box = Policy Text
Circle = Arms-Length Governing Board
Dotted Box = Process

OECD

Tuning Process

Framework for the Qualifications of the European Higher Education Area 2008

European Higher Education Area

Framework for Higher Education Qualifications in England, Wales, & Northern Ireland 2001

Sorbonne Declaration **1998**

Bologna Declaration **1999**

Bologna Process in Higher Education

International Network for QA Agencies in Higher Education (The Netherlands)

Quality Assurance Agency for Higher Education (UK)

Dearing Report **1997**

Postsecondary Education Quality Assurance Board (Canada)

COU

Council for Higher Education Accreditation (Washington D.C.)

OCAV

UUDLEs Guidelines 2008

Degree Level Standards 2002

discussed for both Bachelor degree programs and Honours Bachelor degree programs:

depth and breadth of knowledge; knowledge methodologies; application of knowledge;

communications skills; awareness of limits of knowledge; and autonomy of faculty

members to design courses that align with program goals, communicate to students the

expectations and standards of the program, provide a context for evaluations of students'

progress, provide a framework to guide curriculum planning and developing effective

assessments of student learning and effectiveness of the program, make accountability

more transparent and provide concrete evidence of quality in a program and its

transferability to other programs (Centre for [] Teaching, n.d. Reference B).

Conclusion

Using policy archaeology, I have provided a background on the development of

UUDLEs and other accountability frameworks coordinating the work of University

teaching. I have discussed various policies that have been implemented in postsecondary

education internationally, nationally, and locally - specifically Ontario. I have also

presented informant's rationales and explanations of the Undergraduate Program Review

process as it relates to the development and implementation of the UUDLEs policy.

I have done so to make visible the social utility of the UUDLEs policy on a grand scale

and to show how this has facilitated the emergence of the predominant discourse of

commensurability of higher education outcomes.

This chapter is significant in underpinning the presentation of informant

narratives in the following chapter. Herein, we begin to see how it is that policies, such as

the Bologna Process, Multi-Year Accountability Agreements, ONTransfer, and UUDLEs,

merge and converge, interacting with each other like a web.

The following chapter is the first of two findings chapters. I rely heavily on the conceptualization of Bowe, Ball, and Gold's (1992) "continuous policy cycle" (p. 19) in order to explicate the development and implementation of the UUDLEs policy into the University of South Western Ontario.

CHAPTER 6: UUDLE-izing Higher Education

The "continuous policy cycle", metaphor for policy development, formation, implementation, and consequences, was developed in order to follow the numerous and continuous transformations between macro and micro levels of the policy process (Bowe, Ball, and Gold,1992, p. 19) . This chapter, the first of two presentation of findings chapters, uncovers the meso levels of the policy process, compared to internationally occurring trends, as I explicate the entry and implementation of the UUDLEs policy into the Faculty of Education at the University of South Western Ontario (USWO). Herein, I continue in the explication of the "continuous policy cycle" (Bowe, et al., 1992, p. 19). The context of influence is broadened as narratives are presented from members of the Ontario Council of Academic Vice-Presidents, members of the UUDLEs sub-committee, University Program Review Audit Committee (UPRAC) auditors, and a board member of the Postsecondary Education Quality Assurance Board (PEQAB). I follow the "continuous policy cycle" from the context of influence (see Chapter five) to focus on the *context of policy text production* phase (my emphasis). I present the narratives of those who sat on the committee responsible for the construction of the UUDLEs policy and discuss the rationale for the choice of categories and headings utilized in its construction.

This ethnography is presented sequentially, through the use of informant narratives. As the problematic of this research is critiqued (the implementation of the UUDLEs policy), I place it within its historical and social context in order to reveal the relationships of power and the major ideologies (globalization and neoliberalism) embedded within it (Grams and Christ, 1992).

Influencing the UUDLEs Policy in Ontario

Occurring in tandem with the creation of a Pan-Canadian framework was the development of degree level expectation frameworks at the graduate and undergraduate levels in Ontario higher education. The *Degree Level Standards* framework (developed by PEQAB in 2002) was brought to the Council of Ontario Universities (COU, the executive heads of the universities) by a PEQAB Board Member, and then to the Ontario Council on Graduate Studies (OCGS) for consideration of both the master's and doctoral pieces, and the Ontario Council of Academic Vice-Presidents (OCAV) for the consideration of the undergraduate piece. Many rationales were offered that the construction and implementation of the UUDLEs policy was both a benefit and detriment to university teachers and students. A former Chair of OCAV explained their proactive and reactive rationale for developing UUDLEs:

So proactive in seeing more and more what's being done in other jurisdictions both in Canada and the US and worldwide. Especially a lot of initiatives in Europe that one way or the other, yeah...You know trying to not be too far behind the rest of the world. If everybody else is specifying what happens in each degree level it's kind of bad if Ontario is the only place that doesn't (Interview, March 2010).

Of particular note in this citation is the claim that Ontario participated in the construction and implementation policy because other jurisdictions were *already* doing so. This rationale suggests that the motivation behind this move was not because it would enhance university teaching in Ontario, but rather an attempt to remain viable in the global labour market.

The findings presented in this chapter make clear the drive to assure quality within the university and the need to stay relevant and competitive in the global education market. A member of OCAV offered additional insight whereby the threat from the provincial ministers was "…do this or it will be done for us" and consequently OCAV made the decision to participate in the construction of the UUDLEs policy (Interview, May 2010). The act of making the choice to participate in this accountability mechanism is important. The rhetoric 'making the choice' is the actual moment of change in the trajectory of university teachers' work within higher education.

On a local level, however, the decision to participate in this policy's construction was not simply because it was being done elsewhere or that a heavy-handed approach would be taken if resistance ensued. The University Program Review Audit Committee (UPRAC) members had been expressing concerns about the review process in that they only audited program requirements. Program requirements compose a portion of a degree being completed at any given university which therefore suggests that any component outside of the mandated program requirements does not get reviewed.

> So the auditors kept saying…there ought to be a review of the degree as well as of
> the nature. What does a BA mean at Carleton University? At York University? At
> University of Toronto? How is a BA in French and a BA in Political Science
> similar but makes both of them a BA if there are no courses in common? How is a
> BA different than a BSc from the same university? (Interview, July 2010).

The rationale for entering into this global accountability mechanism is much more complex. The university review and audit procedures were perceived as problematic, which became an opportunity to affect change for the UPRAC auditors themselves and to

explore how the complex task of completing a program review is organized. This perspective was further explained in reference to UUDLEs.

> The PEQAB qualifications framework became an occasion for addressing the question that was already on the table for OCAV about degree level and whether the undergraduate program review and approval and then the audit of undergraduate program reviews and approvals could encompass the totality of the degree as well as its specific requirements of the major... (Interview, July 2010).

The decision to participate in the construction of the UUDLEs policy wasn't entirely reactive to PEQABs *Degree Level Standards*, although that might have been the trigger. "It was an opportunity to bring some closure to this issue that had been raised by the UPRAC auditors over and over again" (Interview, July 2010).

In both OCGS and OCAV, working groups were established and charged with the task of devising their own degree level frameworks. As OCGS meets frequently as a group they were able to move quickly on the development of their own framework, as opposed to a simple commentary on the framework submitted by PEQAB. OCGS rejected PEQABs use of the term *standards* and opted for *expectations* (my emphasis). This rejection was explained in an interview:

> They didn't use the vocabulary that PEQAB had used of degree level standards, the typical vocabulary around the world, because they didn't like the word standards; it implied a kind of rigidity that they didn't want. So they came up with the word degree level expectations, which was another word for the same thing. (Interview, July 2010).

Through this statement insight is gained into how it was that the Deans of Graduate

Studies (members of OCGS) attempted to differentiate the Ontario approach from other

jurisdictions in the construction of such an accountability framework.

The statement of Degree Level Expectations for both the master's and doctoral

degrees was adopted by OCGS and incorporated into the OCGS by-laws. OCAV, in turn,

borrowed the framework that OCGS used but customized it to the undergraduate level for

both the general and honours bachelor degrees (Interview, July 2010). Few other

changes were made to the OCGS and OCAV degree level expectations frameworks. They

are all publicly accessible online, as well as through university management, and many

university teaching support centres.

Constructing the UUDLEs Policy Text

The following describes the construction of an accountability framework for the

publicly assisted universities in Ontario. In the tracing back of the evolution of the

UUDLEs policy and its implementation, I include details as they pertain to the

construction of both the graduate and undergraduate degree level expectations

frameworks.

Graduate Degree Level Expectations

OCGS and OCAV are two separate, university arms-length bodies, despite their

COU affiliation. They have different purviews of authority. The only common link

between them is the Executive Director, who sits in both places and ensures that the lines

of communication remain open and that there is awareness of what the other is doing

(Interview, July 2010). Any individual sitting in the position of Executive Director of

OCGS is also a member of the OCAV executive. The individual, who was in this position

when degree level expectations were introduced to Ontario, was also Chair of UPRAC (whose membership is the same as the OCAV executive) and COU Secretariat. This Executive Director was also a PEQAB Board Member. As he stated: "I think I was not solely responsible but I was instrumental in bringing what we weren't calling at that point UUDLEs, but degree level expectations into both the graduate and undergraduate processes" (Interview, July 2010).

In summary, the Executive Director of OCGS, while attending international conferences on Quality Assurance, participated in discussions surrounding degree level expectations/standards and quality assurance frameworks (accountability frameworks) – information that was then brought to PEQAB through his role as Board Member. PEQAB began to draft their iteration of *Degree Level Standards* before it was submitted to COU (the Executive Director of OCGS is COU Secretariat), who in turn, delegated to OCGS and OCAV where he was both an executive member and Chair of the committee of auditors (UPRAC). A member of OCAV who participated in the actual writing of UUDLEs explained it this way:

> And so a group of us sat together and started to develop UUDLEs. The [Executive Director] provided a lot of input. Of course he was developing them also on PEQAB. And as a result there are some parallelisms and they were shaped and the six areas we all agreed on very quickly. And I think it was very obvious. Some of the sub-headings in there we had quite different thoughts about but [the Executive Director] was able to convince us of moving them in different ways and so what we had was conversions. And so the UUDLEs ended up looking very much like PEQABs (Interview, May 2010).

This tangled policy web is a story of one influential individual coordinating the publicly

funded universities of Ontario into a global accountability relation. This relation is

depicted in *Figure 6.1*. Within this diagram I demonstrate the implementation of

UUDLEs into USWO. The story behind this diagram will continue to unfold throughout

the remaining chapters in this dissertation.

When OCGS adopted the newer framework, the *Graduate Degree Level*

Expectations (GDLEs), in January of 2005, it became incorporated into their by-laws thus

requiring every university program to identify learning objectives and to assess whether

the intended learning outcomes are achieved. I spoke with members of OCGS in order to

understand the purpose of the by-laws more fully. I was informed that the OCGS by-laws

consist of two sections:

> The first section was so-called statutes, the first two or three pages which created
>
> and empowered OCGS. The rest of it were the by-laws created by OCGS and the
>
> procedures that specified in detail how the appraisal process would function. The
>
> statutes were and are amended by COU. And so any attempt to modify the
>
> statutes had to be sent to the executive heads for approval (Interview, July 2010).

GDLEs and new by-laws wording was submitted to COU and approved. From this point

on, however, GDLEs seemed to be "shelved" (Interview, July, 2010).[20] There was no

apparent mobilization of GDLEs – at least not to the extent that OCAV's UUDLEs was.

It remained "shelved" (Interview, July 2010) until the 2011-2012 academic year when

faculties/departments/units were asked to articulate and approve them. They followed a

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[20]Subsequent to the writing of this dissertation, the members of the Faculty of Education
at the University of South Western Ontario have gone through a procedure, similar to the
one they experienced with UUDLEs, for developing and implementing GDLEs.

Figure 6.1 *Overview of UUDLEs Implementation*

Federal Government

COU

Council of Ministers of Canada

MTCU

HEQCO

PEQAB

Website UUDLEs

Established UPR guidelines of Ontario univ. 1996

UUDLEs Guidelines

UPRAC

OCAV

OCAV Working Group

USWO's VP Academic

Senate

Board of Governors

Institutional Quality Assurance Process

Dean of Education

Admin

Associate. Dean Pre-Service

Ad Hoc Committee

Curriculum Committee (Curriculum is purview of faculty)

Framework for Education

Faculty Council

similar process that they did in the articulation of UUDLEs.

Undergraduate Degree Level Expectations

As OCGS was responsible for the articulation of graduate degree level expectations, OCAV was equally responsible for creation of the undergraduate degree level expectations. OCAV did not meet as frequently as OCGS and therefore could not take up this challenge as quickly as OCGS was able to. One informant referred to this as "organizational inertia rather than in-substantive" (Interview, July 2010). As previously mentioned, a subcommittee was established within OCAV which was referred to the UPRAC committee whose membership was the same as the membership of the OCAV executive committee (Interview, July 2010). In order to develop degree level expectations for undergraduate education this working group drew from both the PEQAB and OCGS frameworks.

The development and writing of UUDLEs occurred from 2003-2005; however, in 2004, UPRAC launched a requirement that all provincially assisted universities include explicit learning objectives in new degree program proposals and University Program Reviews (Senate Committee on Curriculum & Academic Standards, 2008). This initiative helped to underpin the UUDLEs movement. In effect, when UUDLEs eventually became housed within the university as policy, the wheels had been in motion for quite some time:

> For decades, I don't know if it from the very beginning, but for a long long time there had always been a requirement that every graduate appraisal gives in a statement of objectives. And that statement of objectives simply got made more explicitly a statement of learning objectives and learning outcomes. So it was an

incremental transition of emphasis for OCGS where it was a brand new stick at

the undergraduate level. But we ended up with a requirement that all universities

have in place UUDLEs and what may be called GDLEs (Interview, July 2010).

The "incremental transition" in the above quote is what Halpin and Troyna (1995) have

referred to as "policy borrowing" (p. 304).This theme recurs throughout this dissertation.

When learning objectives were introduced and established as university policy, it was

done with the knowledge of the pending implementation of degree level expectations.

The former served as a gateway for the latter.

There had earlier been a requirement that all universities have learning objectives

in place by 2006 or whatever the earlier date had been. That's a matter of record.

So this was essentially the next step. If all universities had really internalized the

requirement for formal explicit degree learning outcomes with objectives and

outcomes, then translating that into degree level expectations would be simply a

matter of a process (Interview, July 2010).

UUDLEs would thus be borrowed on the pre-existing policy of having to articulate

learning objectives for the purpose of review. And, because the shift to learning

objectives was already in place, it had already begun to shape the teaching work of those

in the university.

A pivotal shift occurred for USWO when a new Chair of OCAV was elected. The

new Chair was the Vice-President Academic of USWO, someone already heavily

engaged within OCAV. Consequently, the Associate Vice-President Academic (AVPA)

of USWO became a member of OCAV and got involved in the UUDLEs sub-

committee.[21] One of his major roles as AVPA at USWO was undergraduate program reviews, which is not a typical portfolio for AVPAs, positioning him uniquely within the sub-committee. This rationale was provided in an interview:

> We are just a bit more than 10% of the enrolment for the province, so it's a big important university from that point of view. But also there is a sense in which some of our programs are a bit different...A little bit different from some of the universities so we needed to make sure that our type of structure was reflected in the degree expectations (Interview, March 2010).

Identifying the need to reflect the needs/wants of USWO had implications in how the UUDLEs policy unfolded within USWO. In this instance the AVPA played a central role in the implementation of the undergraduate degree level expectations and, was instrumental in bringing the UUDLEs policy into his own university to be taken up by university teachers, deans, managers, and management. Having an extensive background in program reviews and quality assurance, he brought a unique discursive approach to both the UUDLEs sub-committee in addition to political savvy for implementing UUDLEs.

In my conversations with the now former AVPA, I asked him to describe his undergraduate program review and management roles. He explained his involvement in various Senate committees and mentoring programs such as the *School for Academic*

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[21]Typically the Vice-President Academic of the University is a member of OCAV but when the current VPA became Chair of OCAV, it was necessary to have a replacement representing USWO. Because of the AVPAs extensive portfolio with undergraduate program reviews and quality assurance, this individual seemed the most appropriate choice.

Administrators where they would discuss such topics as the UPR, and the UUDLEs policy.

> I also did some research, carried on as a faculty member. My rule has always been that academic administrators are academics first and administrators second. You move in, you move out. So I still maintained something of a research program although it faded down a bit quick. I also continued to teach because I believe if that I am going talk to my colleagues about teaching I need to be in the trenches along with them (Interview, May 2010).

As stated, this is an atypical portfolio for an AVPA and yet one that proved to have profound effects once he became a member of OCAV. In the citation above he makes use of the phrase 'in the trenches along with them'. What becomes apparent in our many conversations back and forth was that his approach to the UUDLEs policy was discursively organized through his university teaching experiences:

> In fact, when I first joined this department as a faculty...I asked some of my colleagues what are we doing with curriculum? How are we developing curriculum? What do we want our students to be able to do? My answer was 'oh don't worry about that...Get on with your research, that's what's important here.' They sort of said to us our students do well, they go onto graduate school and they are successful. So everything was focussed on inputs and really nothing on outputs. I have more interest in outputs overall. What are we doing at the end of the day when we push our work? That's the output. What are we actually measuring? What are the inputs? (Interview, May 2010).

An interesting dialectic is presented as tensions emerge from descriptions of the UUDLEs policy. Some, as in the case above, see it as highly important to becoming better teachers within a university – according to this individual; it was the impetus to the construction of UUDLEs. In fact this was the case with many of the individuals who sat on the UUDLEs sub-committee. Others, particularly full-time faculty, see it simply as another task downloaded from university management. This tension shall be explored further later in this dissertation.

I spoke with members of the UUDLEs sub-committee about their actual experiences in drafting OCAVs iteration of the *Guidelines for University Undergraduate Degree Level Expectations*. One informant explained:

> ...so it was an iterative process in the small group and then going back to the large group and back and forth until we had an agreed cast of undergraduate, university undergraduate degree level expectations to go along with the GDLEs. So once we did that we said we have to make some use out of these, they had to have some meaning. You can't just stick them on the shelf. So there was something called the undergraduate program review advisory committee, UPRAC, and there were some guidelines for UPRAC that came out of OCAV. And so both guidelines were revised on a couple of occasions to include the requirements that programs and courses be guided for a number of purposes by the UUDLEs (Interview, July 2010).

From this statement it appears as though two objectives are being met, the first of which is the organization of consent (Beaton, 1999) as UUDLEs has become an addendum to programmatic review and audit procedures. As articulated in Chapter Five, university

degree programs are reviewed periodically. Secondly, to avoid the shelving of the UUDLEs policy (as was the case with the Graduate Degree Level Expectations), the policy was adopted in the review and audit procedures to bring legitimacy to the process. Whereas university teachers were already compliant with the cyclical programmatic reviews, so to would they be with the inclusion of the new policy. Grimes (2006) posits that process assessments (such as the UPR) shape perceived legitimacy. The process of rolling out the UUDLEs policy into USWO significantly shaped university teachers perceived legitimacy.

In following up in this vein of conversation this informant responded on the sub-committee's approach to developing a policy that would represent such diverse and varied disciplines. My informant responded accordingly:

> So we decided to stay at a sufficient level of generality that would be accepted and still make it testable but put it back in the hands of the individual discipline at each of the institutions to work through how they would be able to show that they had, that their students had achieved program and course outcomes. So the burden is on them ... (Interview, July 2010).

The general categories within the UUDLEs policy are purposeful in order to pass the sense-making to those charged with articulating the framework for their unit. In sum, university administrators and faculty could create the ties that bind them themselves.

The UUDLEs sub-committee produced a draft of Degree Level Expectations - *Guidelines for University Undergraduate Degree Level Expectations,* which was approved by OCAV. OCAV formally adopted the final language as *Degree Level Expectations Appendix*, which was later attached to UPRACs *Review and Audit*

Guidelines. The UPRAC guidelines are utilized when conducting performance reviews.

On December 16, 2005 COU endorsed OCAVs guidelines for UUDLEs, thus mandating

the provision of provincial standards for programs. As of January 2006 three degree level

frameworks were in existence in Ontario: PEQAB's *Degree Level Standards*; OCGS's

Graduate Degree Level Expectations; and OCAV's *University Undergraduate Degree*

Level Expectations. All three frameworks share consistent use of six categories and much

of the same vocabulary. They all serve to assist in the realization of the Quality

Assurance Framework (QAF) (to be discussed in further detail in Chapter Seven) and to

complement the existing Pan-Canadian protocol for transfer of credit.

Implementing UUDLEs in the Publicly Assisted Universities of Ontario

Rhetoric surrounding the implementation of learning outcomes and objectives

were becoming hot topics for educational developers.[22] When the Director for the Centre

for Teaching at USWO attended the fall meeting of the Council of Ontario Educational

Developers[23] (COED) in 2004, they engaged in discussions of UUDLEs. In November of

2005, OCAV hosted a full-day workshop for VPs, deans, chairs, and educational

developers to discuss the UUDLEs policy and their implications to curriculum

development and enhancement (Hubball, Gold, Mighty, & Britnell, 2007). Harry

Hubball, an associate professor in the Faculty of Education at UBC, was asked to lead a

workshop. Dr. Hubball's research focuses on the scholarship of curriculum and pedagogy

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[22]For example the Bologna Process, accountability frameworks, the usage of outcomes based learning were already topics of discussion in meetings and conferences (Interview, March 2010).
[23]The Council of Ontario Educational Developers is also an affiliate of the Council of Ontario Universities.

in higher education and he has experience in undergraduate degree program reform, curriculum development and re-design, and assessment of learning outcomes.

An OCAV Joint Working Group on Teaching and Learning, made up of OCAV members and educational developers, emerged following this workshop. This group is operated as a liaison between OCAV and the educational developers. They sought to "...identify strategic approaches, including regional workshops, for assisting universities in incorporating the UUDLEs framework into their curricula" (Hubball, Gold, Mighty, & Britnell, 2007, p. 95). I spoke with the Chair of the OCAV Joint Working Group on Teaching and Learning who discussed the work that this committee did regarding the implementation of UUDLEs across Ontario.

> So those sorts of centres around the province became the support system for this
> and we have this joint working party between OCAV and the instructional
> development group...We said we will provide you with a set of regulatory
> requirements and we're also going to require you, sorry, support you in achieving
> an ability to meet those regulatory requirements (Interview, July 2010).

The establishment of an UUDLEs infrastructure emerges where the policy was implemented by OCAV and then the roll out of the policy was supported by educational developers in teaching support centres across the province. Additionally, a series of four regional workshops were held (South Western Ontario, Northern Ontario, Ottawa and Toronto) and were organized with various teaching and learning centres across Ontario. The purpose of these workshops was focused on increasing the capacity for curricular reform on student learning outcomes and objectives. Additionally, various curriculum development, implementation, and evaluation models were scrutinized and participants

devised action plans for implementing UUDLEs in their respective institutions. The idea was that participants involved in these workshops would be better equipped with pertinent information and know-how to assist and inform others about UUDLEs in their respective universities.

A successor committee to the UUDLEs sub-committee set out to revise UPRAC guidelines once UUDLEs were approved by COU. On October 12, 2006 UPRAC officially incorporated the UUDLEs Guidelines into the audit guidelines thereby enlarging the audit committee's scope of evaluation when conducting UPRs. OCAV set an implementation date of June 30, 2008 where each university would be expected to develop its own *institutional expression* (my emphasis as the story of USWO mandated that each unit would develop its own expression) of UUDLEs and for their appropriate governing bodies to approve them and apply them to its academic programs. At this point in time OCAV was also approaching HEQCO to do research on how UUDLEs were being used.

In June of 2007, a sub-committee of the Joint OCAV Working group on Teaching and Learning was established.

> The mandate of the subcommittee was to recommend to OCAV and through it to UPRAC so that it might provide advice to Ontario's universities on what must be done, in keeping with the prevailing spirit and practice of self-regulation, to bring them into full compliance (Sub-Committee of the Joint OCAV Working Group on Teaching and Learning, 2007, p. 1).

Note the way this text reads "bringing them into full compliance". Again, insight is gained into the fact that the implementation of the UUDLEs policy and the ways in which

university teachers were meant to take up and respond to the policy was orchestrated.

This orchestration is what Mulderrig (2011) refers to as a "managed action" (p. 570) that

she defines as "…a set of lexicogrammatical resources for getting people to do things" (p.

570). She offers examples such as support, require, expect, and ensure – many of which

are consistently presented in the current data.

On October 29 of that same year the Sub-Committee of the Joint OCAV Working

Group on Teaching and Learning released *A Model for Implementing the University*

Undergraduate Degree Level Expectations which is a set of recommendations for how to

successfully implement UUDLEs into university programs (Sub-Committee of the Joint

OCAV Working Group on Teaching and Learning, 2007). *Figure 6.2* illustrates how the

aforementioned committees are interconnected.

Implementing the UUDLEs Policy at USWO

By June 30, 2008 institutions were expected to have developed explicit statements

of UUDLEs. Universities were additionally required to either modify their existing senate

policies on program review or institute new ones to indicate they endorsed and would

pursue UUDLEs (Sub-Committee of the Joint OCAV Working Group on Teaching and

Learning). USWO revised and updated their UPR Policy, *Guidelines & Procedures* and

the Senate Curriculum Committee formally approved the guidelines on June 11, 2008

([UWSO] Undergraduate Program Review Policy, Guidelines & Procedures,

2008).UUDLEs was then officially a part of the UPR process. In response to the UPRAC

requirement, University of SWO's Senate approved revisions to its Senate Policy,

its UPR Policy and its approval process of new curriculum in December 2004 to ensure

that leaning objectives for programs would be included in proposals for new degree

Figure 6.2 *UUDLEs Committee Interconnectedness*
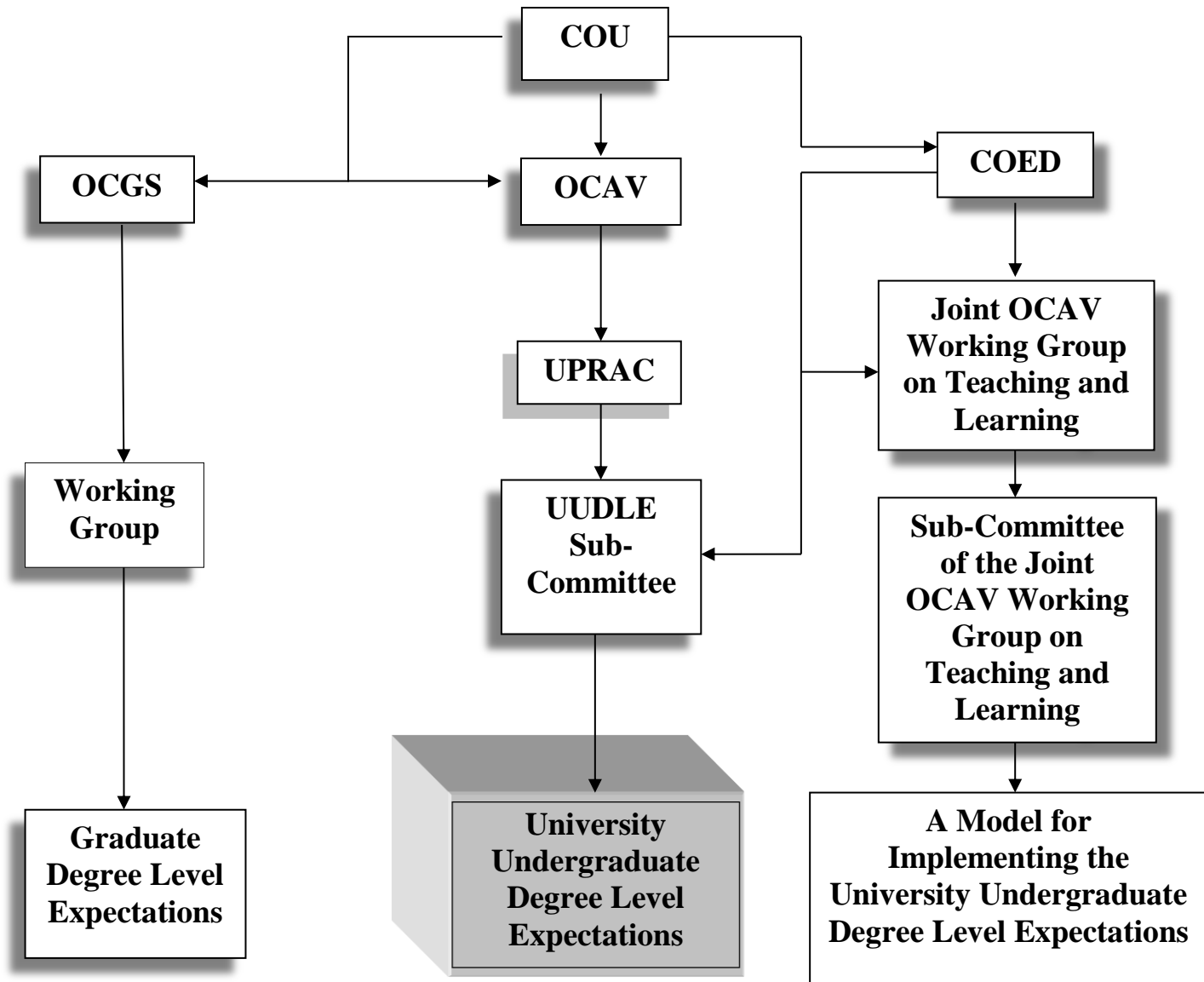
programs (Senate Committee on Curriculum & Academic Standards, 2008) (how this occurred is explicated in greater detail in the next chapter). The inclusion of learning objectives into the UPR process in 2004 became the foundational stepping stone for the inclusion of UUDLEs into the review process in 2008.

The decision was made at USWO to have individual faculties/departments/units write their own DLEs. This decision is a key juncture on which I focussed much of my research and analysis. Whereas other universities in Ontario were required to develop institutional degree level expectations, at USWO it was up to individual units to devise their own set of DLEs. This was not an expectation by OCAV but one that USWO took upon themselves:

> [USWO], in its institutional wisdom decided to operationalize degree level
> expectations at the program level so it required, and still does require, every
> department to take the university degree level expectations and write them in a
> disciplinary specific way...The expectation was that programs would have
> learning objectives and universities would have degree level expectations, a level
> of analysis distinction (Interview, July 2010).

Not only does this create an illusion of university management allowing for a more collegial and organic approach to emerge; it had major significance for the individuals who sat on the committee designated to write the degree level statements for the Faculty of Education. As one representative of OCAV explained in an email exchange:

> I thought developing university-wide UUDLEs statements would be almost an
> impossibility at [USWO] (we already had great difficulties in agreeing to an
> overarching framework for any single degree - now multiply that many times over

and consider there was already resistance to introducing simple program

objectives, somewhat UUDLEs-like statements for degree programs)...I thought

the best way to proceed was to give units (read as Depts, Faculties) the

responsibility for producing detailed degree level expectations as I had no doubt

that every unit would want to have ownership. The key was to convince units that

they had to reflect the six areas of the UUDLEs and they had to be more than just

a reiteration of what was stated... (Email exchange, August 2011).

Within these spaces a much more personal and appropriate set of learning

outcomes/objectives/expectations could be devised and agreed upon. The data show how

the work of writing UUDLEs was shifted from managers (i.e., the governing board,

senate) onto those individuals within the units or those who sat on curriculum

committees. How the Faculty of Education took up this work will be described in the next

chapter.

Another informant offered a slightly different perspective on USWO's decision to

have units develop degree level expectations at the program level:

There are clearly things that by consensus (even if unspoken consensus!) we

expect our students to have at the end of their specific degree in biology or history

or linguistics or whatever, and so we thought it was appropriate to articulate that...

It may also have been partly influenced by what I knew was happening in Europe,

namely that that was the next step they were taking as well. I'm not sure if you

have heard of "the Tuning process"? This is essentially the process whereby the

subject-specific expectations are generated and then made explicit. There have

been some extensions of the Tuning concept around the world, and in fact almost

everybody seems to be at some stage of doing it, other than Canada... (email

exchange, August 2011).

This statement promotes the *commensurability of higher education outcomes* as a

predominant discourse. Moreover, it is consistent with the data presented earlier in this

dissertation. The notion that *we* need to be globally competitive and that our educative

system may be recognized as a valuable contributor to the global market is a recurring

theme. Repeatedly, the concept of global commensurability of higher education is raised,

standing in stark contrast to the vision of UUDLEs that was articulated by members of

the UUDLEs sub-committee as a tool to improve university teaching and benefit

students' university experiences. A marked shift is also becoming visible where the

policy was created for one purpose and then adopted and used for something else. In this

case, the UUDLEs policy was presented as a tool to enhance university teaching but

through its roll out, became a tool to enhance quality assurance, and measure teaching

quality.

There is a significant gap between these positions and how their respective roles

are externally coordinated. One informant commented on this epistemological gap:

Higher education as a discipline is not something that very many Vice-Presidents

Academics or Provosts have background or experiences in...There is no history or

tradition of higher education expertise among Presidents and Vice-Presidents

Academic of Ontario Universities (Interview, July 2010).

This statement serves as a reminder that individuals in higher education who do not

participate in the work of university teaching do not necessarily understand how teaching

work is done. And yet, the decisions they make and the influences they exert over such

tasks as policy making and implementation have consequences to those who do teaching work in higher education.

Revisiting Graduate Degree Level Expectations

I briefly return to GDLEs and its entry into the university as this move has bearing on the explication of this ethnography of the UUDLE policy. In June, 2010, I attended an OCAV/COU sponsored workshop at McMaster University on implementing the undergraduate and graduate degree level expectations. At that time I was unaware that graduate degree level expectations existed - I have referenced informants suggesting that they were "shelved" (Interview, July 2010). Faculties of Graduate Studies were also required to devise their own set of DLEs. I was informed by a former Associate Dean that committees do some work in Faculty of Graduate Studies and other work is done by three chief academic officers: a dean and two associate deans. One dean is a representative from science faculties; one from a non-science based discipline (humanities, liberal or fine arts); and the third may be from any discipline. The group of chief academic officers collaborated and discussed how they, as a Faculty of Graduate Studies, should proceed. It was not the chief academic officers who wrote GDLEs but the Dean of Graduate Studies himself.

The Faculty of Graduate Studies' approach was to write these statements broadly because the expectations had to represent all of the university's diverse graduate faculties. "So the [GDLEs] we had to write were so general that it was hard for anybody to quibble with them and because we more or less represented them as administrivia" (Interview, July 2010).A former Associate Dean of Graduate Studies stated:

... how can you generate a set of expectations for disciplines as wide ranging as

law, biology, chemistry, education, nursing, right? So the exercise is a little insane

at a certain level...We brought them to council and did all the regular things, we

were always attended for those things, but we probably treated it as an exercise in

administrivia because of the ridiculous nature of what we were being asked to do

(Interview, July 2010).

One manager offered:

Excessive specification creates problems. In general we want to know what your

students should know and be able to do. And yes you can take those six areas and

say that they should be specified, general specifications in those areas, but over

specified creates a problem. Otherwise we'd all be looking the same and we won't

be distinctive (Interview, May 2010).

There is a tension between standardization and differentiation which substantiates a point

made in Chapter Four whereby in order to be competitive within the global market of

higher education, there is a need to be distinct from other institutions and demonstrate

what each has to offer. While there is a drive to differentiate one institution from another,

the mechanism through which to communicate learning outcomes is through a

standardized framework.

The GDLEs draft was then brought to the Policy and Planning in Academics

Committee (the chief executive committee) in the Faculty of Graduate Studies where it

had to be approved before going to Faculty Council for approval. This council is made up

of one or two representatives from all of the graduate programs in the university.

We don't have enough time to pull together the committees to get this done or in time for whatever deadline they want. But what we do then is we always would present that material to the chief executive committee, the [Academic Policy and Planning Committee] in the Faculty of Graduate Studies where everybody is elected, and then that would go to council (Interview, July 2010).

In conversations with professors and Curriculum, Learning and Teaching Committee (CLT) members in the Faculty of Education it became quite clear that there was no mobilization of GDLEs. In fact, many informants were surprised that GDLEs existed. The existence of GDLEs was of particular surprise to those who taught at the graduate level within the Faculty of Education. The former Associate Dean of the Faculty of Graduate Studies stated "...it just faded out of existence as it was something that really didn't capture too much of our attention because we had a bunch of other things to do" (Interview, July 2010). This comment illuminates how policy is not always enacted. Committee members attend committee meetings (just as faculty members attend faculty councils) and as such an agenda is handed out. Text is taken up throughout the meeting as agenda items are discussed and crossed off, decisions are made, decisions are not made, and motions are passed and not passed. GDLEs was taken up as an agenda item.

…how much attention something gets in the order paper or in any council, depends on what else is on the order paper. So if we've got [GDLEs] and we've got the implementation of a new graduate program or we've got something that affects time of completion of PhD students, the time to completion of PhD students would take up a lot of discussion (Interview, July 2010).

We begin to understand how it was that GDLEs did not receive the same level of attention as UUDLEs. GDLEs were not matriculated throughout the university to the same extent that UUDLEs were until such time that individual units would be asked to devise explicit degree level statements for graduates in the academic year of 2011-2012.

UUDLEs in USWO

The Vice Presidents Academic (members of OCAV) had to make the decision of how to introduce UUDLEs to their respective universities. The Associate Vice President Academic of USWO (as a reminder the AVPA sat on the UUDLE sub-committee of OCAV and participated in the writing of the framework) held a variety of sessions on UUDLEs in his *School for Academic Administrators* in effort to present them collegially and to offer insight on their value to teaching and the student experience. This group is comprised of program chairs, directors, deans, and associate deans from across the university. These individuals would then be able to go back to their respective faculties and communicate with their colleagues about what was coming down the pipeline. These sessions were held over the academic year of 2004-2005 when UUDLEs were not yet a requirement. In 2006 OCAV made public their decision that UUDLEs would become a requirement with a deadline of June 2008. The implementation process described here demonstrates how the AVPA was either intentionally or unintentionally complicit in bringing both a neoliberal and global agenda into USWO.

The Senate Curriculum Committee is made up of individuals from the registrar (who are ex-officio on this committee), the director of the teaching support centre, the AVPA, both full and part time faculty representatives, student representatives, and senators. As previously mentioned, UPRAC issued a requirement that all provincially

assisted universities include explicit learning objectives in new degree program proposals and University Program Reviews (Senate Committee on Curriculum & Academic Standards, 2008). As a member of the Senate Curriculum Committee himself, the AVPA approached select members of this committee and informed them of the UUDLEs policy and of the impending requirement and asked these individuals to sit in on sessions of the *School for Academic Administrators*. As with any new policy or change in policy, UUDLEs were brought to Senate and presented as a Senate Curriculum Committee requirement for the UPR process – select members of the Senate Curriculum Committee had already been swayed to support this motion. It was moved and carried: "that Senate approve the revisions to: The Undergraduate Program Review Policy and Guidelines and The Senate Curriculum Handbook Policy and Guidelines for approval of new academic initiatives" (Senate minutes of the Meeting of Thursday, December 16, 2004, held at 3:00 p.m. in the Senate Chamber). In discussing his approach, the AVPA stated that he wanted to introduce the UUDLEs policy in a non-threatening way. During the interview he made his perspective of the importance of university teaching work clear and expressed that UUDLEs could be a helpful and supportive approach to teaching. Moreover it would move teaching away from a faculty-centred approach to a student-centred approach to teaching:

> And what some people were doing initially, some programs were doing were just adding a word or two to the same statements. To me that defeats the whole purpose because then they can say look we've done it. How that reflects on what they're actually doing in the trenches is something different. So it was largely to try and introduce these in a non-threatening way. To talk about ways in which

they could be done where they're supportive and helpful, where it will advantage

our students...I recognize that most of my colleagues really care about their

students. So you start articulating these in terms of have a heart for students

(Interview, May 2010).

This statement serves to reinforce how the UUDLEs policy was presented as a tool to

improve teaching at USWO but morphed into a tool that would attempt to measure

teaching. As the UUDLEs policy story continues to unfurl, it becomes clear how a

conversion of the policy took place.

To complicate the story further, the AVPA is the same person who administers

the UPR and was therefore charged with the task of writing up the new documentation in

consultation with the Senate Curriculum Committee. It appears that UUDLEs were

infused in small increments through the backdoor. In the passing of the revisions to

senate policy, degree level expectations could then piggy-back on this change in policy.

Instead of waiting for UUDLEs to be a formal OCAV requirement, the AVPA chose to

implement the UUDLEs policy in various stages at USWO. This is a key shift in

trajectory.

The Director of the Centre for Teaching, who at the time was very familiar with

the use of learning outcomes, participated in the *School for Academic Administrators*. I

asked her to explain some of the work that she does at the Centre:

As Centre Director, in a nutshell, my role would be to have academic oversight

for the work that the centre does and to be a resource for, very broadly, pedagogy,

curriculum, educational policy, across the institution and to have a level of

interface with relevant educational organizations or bodies as a contributor or as

having a scan of what's going on out there and bringing that back into the

institution, and keeping people informed, helping them to see the relevance and

how we might respond to things in a positive way (Interview, March 2010).

She had been engaged in the discussion surrounding the UUDLEs policy at a fall meeting

of the Council of Ontario Educational Developers (COED), an affiliate of COU. That the

Director of the Centre for Teaching was also a member of the OCAV Joint Working

Group on Teaching and Learning further demonstrates how the UUDLEs policy was

woven into USWO on a variety of different levels as both the Director and AVPA were

significant in their implementation.

In her role as Director, she would be asked to give presentations, assist in faculty

workshops and retreats, as well as provide insight on curriculum mapping – once units

were ready and able to do so. She highlighted one significant challenge in terms of being

able to understand the language of educational development.

One of the challenges of working, as you know, in higher education doing

development is that it's the conceptual frameworks, the language, is just out of the

domain of expertise of most faculties. So the possibility and what might be really

helpful is just not something that they are necessarily aware of beyond an

experiential level. So you often find that curriculum committees tend to be pretty

procedural whereas they could be proactively engaged in various kinds of

monitoring of policy, of reviewing policy against current research, of mending

policy and there's a lot that could be done that tends not to happen (Interview,

March 2010).

The Director is addressing an epistemological gap in this lack of understanding. If numerous university teachers across the institution do not understand the language or have the experience in which to allow them to approach UUDLEs in a way that would be meaningful to their teaching of students and delivery of curriculum, then it is unlikely that a consequence of the UUDLEs policy implementation would be to enhance teaching work and shift the focus from a faculty-centred approach to a student-centred approach as articulated previously by the AVPA.

The Director of the Centre for Teaching was pivotal in mobilizing UUDLEs across the university. UUDLEs have since become a foundational aspect of many of the initiatives and programs offered through the Centre for Teaching.

We have done a lot of infiltration of UUDLES into things, other activities that we do. In particular new faculty teaching at [USWO], [New Faculty Teaching Institute] that we do in the summer, course design institutes, various ways (Interview, March 2010).

Of particular note in the Director's statement is her use of the word "infiltration". This denotes a very specific tone about the UUDLE implementation process that is both un-collegial and invasive. To infiltrate something suggests the undetected movement into enemy territory (http://www.thefreedictionary.com/infiltration). It remains unclear if this was a conscious inflection of the work being done in the Centre for Teaching and across the university.

The New Faculty Teaching Institute is a program that supports new faculty members to learn practical strategies about teaching students. New faculty members attending these sessions receive a resource kit, which includes information pertaining to

UUDLEs and the inclusion of learning objectives/outcomes in courses. The Course Design Institute is meant to support individuals developing or modifying courses. "The Institute will also explore ways to enhance learning and accomplishment of the Undergraduate OCAV Degree Level Expectations by integrating student inquiry into courses" (Centre for [] Teaching, n.d. reference A).

Conclusion

My intention in this chapter was to provide insight into how the UUDLEs policy was constructed. This chapter has followed the evolution of this accountability framework from the context of influence to the context of policy/text production in Bowe, Ball, and Gold's (1992) "continuous policy cycle" (p. 19).

In this chapter I have discussed how the UUDLEs policy entered into USWO and became active policy. Once a working text was developed by PEQAB, it was disseminated and taken up by the respective graduate and undergraduate working groups, coordinated by managers and administration before entering into the university. It is important to (re)acknowledge that this coordination is linked globally, thus giving rise to the predominant discourse of the *commensurability of higher education outcomes*.

In the following chapter I continue the explication of how this accountability framework entered the Faculty of Education at USWO. Further delineated is the shift from the context of policy/text production to the context of practice as the UUDLEs policy is taken up by the sequential curriculum committees as well as what happened in the Faculty as this work was actually organized and implemented as policy.

CHAPTER 7: Embedding the UUDLEs Policy in a Faculty of Education

In this chapter I continue in the presentation of findings but narrow my focus to the micro level implementation of this policy study relative to international trends. I demonstrate how the UUDLEs policy was received and taken up by university teachers in the Faculty of Education at USWO. Continuing with Bowe, Ball, and Gold's (1992) metaphor of the "continuous policy cycle" (p. 19) I focus on *the context of practice* where the UUDLEs policy was interpreted, reinterpreted, and recreated by the successive curriculum committees on behalf of their colleagues (my emphasis). To assist in the recognition of "agency of local actors in policy processes" (Winton, 2010, p.71), I present narratives from the multiple voices present in this phase of the policy cycle: Curriculum, Learning, and Teaching (CLT) Committee Chairs, Vice-Chairs, committee members, Associate Deans of Undergraduate Programs, seconded members of the Faculty of Education, and other university teachers within the Faculty and across the university. Of significance is that the UUDLEs policy was not simply received and implemented within the context of practice, but that it was subject to interpretation and then re-created by the sequential members of CLT. Through this ethnography I reveal how the UUDLEs policy was reiterated numerous times by the sequential curriculum committees in the Faculty of Education at the University of South Western Ontario. This is a critical context of the UUDLEs policy cycle as it was here where the articulation and re-articulation of the policy took place.

This chapter further demonstrates how the UUDLEs policy proceeded out of the context of practice and back to the context of policy/text production as I delineate significant changes made to the ways in which program reviews were conducted at both

the undergraduate and graduate levels of higher education in Ontario. The University

Program Review process had major ramifications for the UUDLEs policy and the

consequences perceived by university teachers in the Faculty of Education.

Faculty Governance

From the *School of Academic Administrators* where the AVPA had

communicated the pending UUDLEs policy, the Dean of the Faculty of Education

brought information regarding the UUDLEs initiative to the Coordination and Planning

Committee (C&P) within the Faculty of Education. C&P coordinates all Faculty

legislation including the reporting of fiscal matters to Faculty Council and the

coordination of academic hiring. It also has the responsibility to develop a strategic

Faculty Academic Plan (C&P Mandate, email exchange, November 2011). This

committee serves as an umbrella committee for all other committees within the Faculty of

Education. It is made up of voting and non-voting ex-officio members. It is within this

space that the Associate Dean of Undergraduate Programs and the Chair of Curriculum,

Learning and Teaching Committee (CLT) would have been informed of the UUDLE

initiative. Being informed of the initiative, however, takes for granted that both of these

individuals were present at the particular meeting in which UUDLEs were introduced,

raising a critical aspect of how the of the UUDLEs policy was organized within this

Faculty. While it is important to acknowledge that the Associate Dean of Undergraduate

Programs communicated UUDLEs to the Chair of CLT, how work knowledge is

communicated is questionable. Attendance or participation on a committee directly

affects the everyday work knowledge one has. I have found that this lack of continuity in

working knowledge to be a recurring theme throughout this ethnography. As one member

of CLT stated: "I'm sure that unless you're on the curriculum committee you may not even know [UUDLEs] exist" (Interview, February 2010).

It was important for my own understanding of the UUDLEs policy to know *why* (since I had already learned *how)* this initiative was brought to CLT – as opposed to being done by another committee, striking a new committee to tackle this work, or working through the process as an entire Faculty. A former Associate Dean of Undergraduate Programs simply stated: "...in terms of the place where you would go to generate your UUDLEs, the curriculum committee seemed like the elected duly constituted body that would undertake to generate the university undergraduate degree level expectations" (Interview, October 2009). However, one member of CLT spoke about this decision very differently:

> ...this was given to me through the Associate Dean's office and then we kind of
> got co-opted into doing it and that lends a certain legitimacy to the process. We
> then had to present it to Faculty Council like it was ours and the whole time
> you're doing it, are holding it out, but this stinks (Interview, October 2009).

These responses demonstrate two very opposing views: managerial and Faculty. These discourses were highlighted in Chapter Four as they circulate within the UUDLEs policy web. The issue of co-optation reappears sporadically in this research. Grimes (2006) articulates that the legitimacy of a political system depends both on the "…design and quality of the procedures" for decision-making (p. 286). She further articulates that the perceived legitimacy of this process may contribute to one's defiance of or compliance with the person(s) in authority. How much legitimacy a university teacher ascribes to the

UUDLEs policy may be attributed to university manager's approach to decision-making in the implementation process (Grimes, 2006; Jones, Shanahan, & Goyan, 2004).

The Curriculum, Learning and Teaching Committee (CLT) is comprised of voting members: four full-time Faculty members (at least one must be from the tenure stream), one contract Faculty member (i.e., current CUPE 2 member), and two undergraduate students; and ex-officio: Associate Dean, Undergraduate Programs, Dean of Education, Access Coordinator, Practicum Coordinator, Education Liaison Librarian, Academic Student Services Director, IT Director, and Pre-Service Manager who works as recording secretary of the committee. It is within the purview of CLT to review, report, and make recommendations to Faculty Council on any academic implications of curriculum for all Undergraduate Programs in Education. Additionally, CLT will support and encourage teaching and learning within the Faculty "...through the promotion of innovative pedagogies and methods of instruction which include and are not limited to the promotion of technological innovations, shifts and ongoing needs of Faculty and students; and, encourage and facilitate relationships between teaching and research" (CLT Mandate, email exchange, November 2011). Within the committee there is a Chair, Vice-Chair (who typically will become Chair the following year), voting and non-voting members.

It was discussed in numerous informant interviews that the role of service has direct correlation to the teaching work done within the university alongside their teaching, research, scholarly or creative activity, and service. While there are also part time employees and seconded Faculty employed within the Faculty of Education at

USWO, the same obligation does not extend to their work. Their participation on committees is at their own discretion.[24]

Typically, within the Faculty of Education, a call is sent out via a memo in August or early September for people to nominate colleagues or themselves to sit on the various committees. These committees generally have a two-year tenure. There was a large turnover of committee members within CLT during the time of this research, which consequently had major ramifications for the trajectory of the UUDLEs policy – both within this committee and within the Faculty. I will return to this point and its greater significance later in this chapter.

Institutional Memory

The Pre-Service Manager sits on CLT as the 'recording secretary'. This person works very closely with the Associate Dean of Undergraduate Programs on courses, course proposals, as well as who will teach them in any given term. The 'recording secretary' does all the paper work for CLT and ensures that it goes through to Faculty Council (Interview, May 2010).

The recording secretary *is* the institutional memory for the UUDLEs policy in CLT. She is the only consistent member from one year to the next. As one informant discussed, institutional memory is something that universities often struggle with: "…but the kinds of things [like] why something was done is often not in the document or how it got done is not explained" (Interview, March 2010). The lack of documented history is significant because in some cases the position of 'recording secretary' is the only carry over from one year to the next. Whatever level of understanding she brings (as Manager)

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[24]Students, both graduate and undergraduate, have opportunities to participate on committees as well but how this is organized falls outside the purview of this research.

to the meeting becomes interpreted via the minutes as well as through any discussion between her, the Chair, Associate Dean of Undergraduate Programs, and committee members. This understanding is then brought to the broader Faculty for discussion and voting in Faculty Council. The individual in this position does the minutes and also identified the ways in which she contributes to the discussion by means of providing context about the program and previous CLT committees. "So I sort of act as ex-officio even though I am not" (Interview, May 2010).

The outcome of a decision or the discursive approach to a CLT task is affected depending on who sits on a committee at any given time. One informant discussed previous work on another committee: "...if there had been a different Chair or a different group of people on that committee...or it could have been the administrative staff that are party to the committee, they can have influence on these decisions too" (Interview July, 2011). Different pedagogical (or managerial) understandings within a curriculum committee (this diversity of understanding extends to any collegial body within a university) orchestrate the work of university teachers and become a visible discursive interaction. A former Vice-Chair of the CLT identified how the composition of a committee is significant to the outcome of a decision, the role that individuals have on the committee, and consequently how institutional memory is affected:

> So I wound up on the curriculum committee and as I said I think I got nominated
> as vice Chair because I missed the meeting...so it had nothing to do with
> experience or the number of years I was here or my understanding of the
> institution or the issues...I was the only tenure stream professor I was not tenured

and the only tenured professor was [the Associate Dean Undergraduate Programs] who was not a voting member (Interview, October 2009).

This citation demonstrates the significance of the formation of a committee which, ultimately, affects the outcome of a decision or the process through which a decision was made. How one finds themselves in a position of power despite their level of experience or institutional knowledge shapes institutional memory.

Establishing an Agenda

The Curriculum, Learning and Teaching Committee meets approximately every two weeks, but, this is only if there is actual business. The business is communicated to committee members through an agenda. The work of establishing an agenda is usually done by the Pre-Service Manager in liaison with the Dean, Associate Dean of Undergraduate Programs, and the Chair of CLT. Agenda items are received via memos, proposals, and directives from C&P, senate, and Faculty Council. Once the agenda is drafted it gets sent to the Chair of CLT for review in case there are items to add (the Chair has final say in most cases), and also to the Associate Dean of Undergraduate Programs. In speaking with a former Chair of CLT about how the drafting of an agenda is done, it became clear that power dynamics also affect this work. Typically the Chair of CLT would have a discussion with the Associate Dean of Undergraduate Programs prior to the first meeting; or perhaps the Associate Dean of Undergraduate Programs would come to the first meeting and present the issues relevant to the pre-service program. This was not the case with the UUDLEs policy. The Associate Dean of Undergraduate Programs, a managerial role, set the agenda without consulting the Chair and/or CTL, creating a power differential as the entire CTL was either tenure-stream or seconded from

a board of education. The Associate Dean is also considered faculty but in a capacity that exempts them from their university faculty association.

The former Chair elaborated on the process of exclusion from establishing the agenda: "…I got caught between something that had happened in the curriculum committee and an initiative that would get to Faculty Council and there was a profound reaction. And as Chair, I am wearing it (Interview, October 2009). The former Chair identified that part of this role would be to present and report committee initiatives to Faculty Council on behalf of all members of CLT.

The idea of ownership is a significant insight to the CLT. Seemingly the role of the Chair is to help organize the agenda, although as discussed above the Chair does not necessarily have direct oversight in its creation, and then facilitate meetings according to this organizing text. The Chair essentially becomes the face of the committee and the work that is done therein. While there is an invisible series of work and texts, the visible work is what the Chair brings to Faculty Council.

In the above citation, the Chair indicates an epistemic disappearance of knowledge when she is actually in the space of being Chair of the CLT. By this disappearance I suggest that this individual acknowledges that her area of research is in the field of educational accountability and yet when confronted with the UUDLEs policy in a curriculum committee, her scholarly knowledge seems to temporarily disappear. In response to this, she stated:

> ... if this web can hook somebody like me and before I know I'm sitting thinking
> I'm just doing regular service of responding to a request and before you know it,
> you realize, wait a second, I'm actually participating in this broader accountability

mechanisms that I critique...I'm implicated now in the process. (Interview, October 2009).

The agenda may structure its own trajectory after a few meetings. How much importance is ascribed to a particular agenda item may vary, however. A former CLT Committee member described his experience:

I mean this was the first kind of meaningful working committee experience for me and what was interesting for me was that everything that is put on the table isn't necessarily put to bed at the end of the year...Having said that the UUDLEs thing, if I remember correctly, was presented as something we would have to finalize because the VP academic wanted the document by the end of the year (Interview, October 2009).

It seems to be a matter of directive whether or not an agenda item is set with high priority. In the case of this particular committee member, without any pre-existing knowledge of UUDLEs, he would not have had any insight as to its importance or the timeline necessary to complete the task. He therefore came to be reliant on the recording secretary as an informing voice within the CLT.

The Context of Practice: The First Iteration of UUDLEs 2006-2007

In the early fall of 2006, the memo requiring units to write their own iteration of the UUDLEs framework was brought to the CLT. This task was established as an agenda item early in the year but the previously established yearly agenda was already heavy. In asking informants to discuss their experiences on CLT and UUDLEs, it became apparent that the task of writing the UUDLEs framework was not only of low priority but was unclear: "That language was foreign to us, we had never heard about this before and we

had a huge agenda at the time..." (Interview, October 2009). Consequently, the framework was temporarily "shelved" (Interview, July 2010) as there were a number of other agenda items that had a clear focus and deadline.

The Chair, with knowledge that the work of iterating the UUDLEs framework was looming and that the task was unclear, began to conduct her own investigations of where the policy came from and why it was being done. The process of discovery was described in the following way:

> It was kind of funny because it was very circular every time I tried to search where the document had come from; I was led back to the same document…so there wasn't really a way to look left or right to try and figure out how other people were managing this document... (Interview, October 2009).

I was then very curious as to how the Chair was able to fill in the knowledge gaps. She explained that during one of her research projects, the Deputy Minister of Training, Colleges, and Universities was interviewed:

> ...he started talking about the contracts[25], the institutional contracts, you know how to get universities to sort of toe the line and attach funding to it and establish these targets...Then we started talking about the next thing on the agenda that was quality teaching. So it wasn't just you know quality and accountability and whatnot in terms of the governance of the university and the funds but, the last sort of nut that they hadn't been able to crack was the classroom – the teaching... (Interview, July 2009).

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[25] The contracts that are referred to in the above quotation are the multi-year accountability agreements that are described in Chapter Five.

The epistemic disappearance that this informant had experienced earlier abruptly ended. The last 'nut' being referred to is the evaluation and measurement of university teaching. The UUDLEs policy was already an established addendum to the UPR process through the inclusion of OCAV's *Guidelines to Undergraduate Degree Level Expectations* into the UPR Audit Committee's *Review and Audit Procedures*. This addendum could easily be coopted for a teacher evaluation tool, despite the fact that it was created for another purpose.

It was no secret that members of the CLT were sceptical of the UUDLEs policy and that there had to be 'savvy-ness' in order to write them in such a way to authentically reflect the members of the Faculty of Education. The decision to use existing documents was made and that these would be used as the basis for the articulation of the UUDLEs framework. This iteration was built on foundational documents such as the *Standards of Practice for the Teaching Profession*, *Ethical Standards for the Teaching Profession*[26], the *Report of the Academic Framework Committee*, heretofore referred to as the Academic Framework, and the *Teacher Candidate Practicum Evaluation Protocol* (PEP).

PEP is a *teacher assessment tool* that identifies goals that teacher candidates work towards and are evaluated by while completing the practicum component of the Bachelor of Education, Teacher Education program (my emphasis). I highlight the purpose of PEP in relationship to the above comment about the ease with which the UUDLEs policy could be co-opted for a teacher assessment tool in the university sector. The *Teacher Candidate Practicum Evaluation Protocol* was written by a working committee and was

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[26]The *Standards of Practice for the Teaching Profession* and *Ethical Standards for the Teaching Profession* are Ontario College of Teacher documents that are meant to guide certified, Ontario teachers in their everyday practice of teaching and learning.

published in June 2007. It was passed through Faculty Council in May 2007 – the same

time that CLT was drafting the first iteration of UUDLEs. In speaking with the Practicum

Coordinator, I asked her to outline the rationale for such a document.

> ...there was a one sheet document that was existed in the Faculty when I came
>
> here in 1988. I think as practicum staff shifted, the idea that the document existed
>
> got forgotten…What happened was that people began to invent their own thing
>
> (Interview, July 2010).

A seconded Faculty member on this working committee detailed her first year (of a three-

year contract) experience of evaluating a student who was unsuccessful in the program

during the previous year. Upon asking for the evaluation tool to assess teacher

candidates: "…they handed me this three sheet piece of paper that was blank...I was

floored that there wasn't an assessment tool that was used at [USWO] as sort of the

standard tool (interview, February 2010). Being a seconded Faculty member, this

informant's experience in working in the public school system, where standardized

documents and teaching to specific expectations are common place, she brings with her a

certain level of understanding of how students should be evaluated and why this is

important. PEP, another text that organizes people's work, became part of the

coordinative element of the UUDLEs policy.

I was curious how PEP, a teacher assessment tool[27], was developed, designed, and

where the articulated standards emerged from. The Ontario College of Teachers (OCT) is

the accrediting body for the Faculty of Education – this is specific to the undergraduate

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[27] I stress that PEP is a teacher evaluation tool because it has bearing upon the UUDLEs policy whereas this framework was conceived by the OCAV sub-committee on UUDLEs as a tool to enhance and improve university teaching, it is being recreated into a tool that is meant to measure and evaluate it.

program where students are entering with intentions of becoming certified teachers. The Faculty of Education must also undergo undergraduate program reviews because they offer an undergraduate degree. One administrator within the Faculty of Education explained that the OCT organizes their work in terms of *Standards of Practice for the Teaching Profession* but that the Faculty of Education organizes their work in terms of the Academic Framework. The question of which document to align PEP with (and subsequently UUDLEs) was raised:

> We took the decision to use our Academic Framework rather than the Standards of Practice. So when the question of UUDLEs came up, it had its own set of headings, and the question was should we use the headings that have been given to us by [the AVPA] or should we use the headings that we've always used for the past whatever, 15 years, to organize our own planning (Interview, October 2009).

Because of the work done in developing PEP, the decision was made to follow suit in developing UUDLEs.

The *Report of the Academic Framework Committee* is the oldest of the planning documents used by the Faculty of Education and is "...supposed to be the guiding document for how it is we organize the content for what we do" (Interview, October 2009). As suggested above, in order to articulate UUDLEs in such a way that it would reflect the ideals of the entire Faculty of Education (ideals that had been set out and agreed upon through Faculty Council), the committee chose to marry the Academic Framework and UUDLEs – the same process that was used to develop PEP.

A footnote system was created by articulating degree level expectations under the existing headings of the Academic Framework. One member of CLT explained their process:

> ...as we wrote an expectation, for example we made a heading 'professional curiosity' because that is in line with the Academic Framework... and then beside it we put this is number one, which I believe is depth and breadth. It hits number six (Interview, February 2010).

The committee wanted to make it clear that while they were going to comply with the mandate of writing DLEs for their Faculty, it was going to be on their own terms and done in such a way to reflect, what they believed represented the Faculty's philosophies and goals.

> Our degree levels document is really quite subversive in that it takes…them up and flips them on their head…it really is a pushing back and a reinterpreting of these OCAV guidelines that on first blush could be interpreted very narrowly (Interview, October 2009).

What strikes me as interesting in this statement is that it stands in opposition to the original intentions of writing the UUDLEs policy. In the previous chapter narratives from various members of the OCAV sub-committee on UUDLEs suggested that the policy be written broadly and generally to allow a reflection of the discipline.

With the completion of a first draft in May 2007, the CLT proceeded to write the end of year report that would introduce UUDLEs as a task in hand, and presented it at Faculty Council. PEP was also passed through Council at this time.

I have introduced the notion of "policy borrowing" previously (Halpin & Troyna, 1995, p. 304). I apply this concept again here as the Academic Framework was used to create PEP, as well as additional Faculty approved documents outlined the UUDLEs framework.

Once the first iteration of UUDLEs was drafted and quickly introduced at Faculty Council, the 2006-2007 CTL disbanded. UUDLEs was forwarded onto the following members of CLT – a committee with a brand new Chair and Vice-Chair with no previous experience with UUDLEs.

Continuing the Policy Cycle: The Second Iteration 2007-2008

This ethnography resumes at the beginning of the 2007-2008 academic year. A new CLT committee was comprised with a majority of new members – including a new Chair and Vice-Chair. As previously stated, if a committee member were to serve as Vice-Chair in the first year of her or his time on the committee, it is with the intent that they would become Chair the following year. This, however, is not always the case. For example, in the previous academic year, the Vice-Chair of CLT was also the Access Coordinator. The person in this position has an ex-officio vote on the committee which is significant because to become Chair and remain in the position of Access Coordinator would be a conflict of interest (Interview, February 2010).

This situation had implications for the CLT. Part of their mandate during the 2007-2008 academic year was to complete the writing of the UUDLEs framework and submit it to the AVPA. This work was to continue from the previous CLT, but with reduced working knowledge of UUDLEs. Only the Access Coordinator and the recording secretary (manager) remained from the previous year's committee. This matter was

further complicated as there was a new Associate Dean of Undergraduate Programs. The former Associate Dean was now on sabbatical. The Chair provided an overview of the year in relation to their work on UUDLEs:

> The draft document came before us in curriculum committee and thankfully [the Access Coordinator] was on the committee that year - she was one of the authors. She gave us a kind of informed voice on some of the concerns that shaped the drafting of the document (Interview, October 2009).

The new Chair realized that the tone was critical in response to a 'perceived threat' from central administration.

I was curious about the continuing work of writing of UUDLEs: "I think the feeling on committee was a great deal of work has gone into, and a great deal of thought and effort has gone into, this draft document by people who we respected..." (Interview, October 2009). There was respect for the work that was done by the former committee. More importantly, there was a great deal of respect for those who wrote the first iteration of the UUDLEs framework in the former committee. These individuals had invested a great deal of time and did not take the task lightly – they were the few in the Faculty to see the larger, transformative possibilities with UUDLEs in their future.

As the year progressed, UUDLEs gained momentum and was becoming a topic of conversation in the hallways. In the Faculty of Education, these conversations were more or less limited to the Associate Dean of Undergraduate Programs, and members of the CLT. As part of the work of sitting on a committee is responding to directives, the decision of how much attention to ascribe new directives or initiatives (for example, how much time to allot to it on the agenda) must be made.

So you're kind of a gauging a discussion, listening to what people are saying and paying particular attention to people like [the Associate Dean of Undergraduate Programs], paying attention to what people like [the Access Coordinator] who had been part of the process were saying about it, trying to get a sense of how seriously we need to take the demand to the VP academic... I mean for me the idea of how much seriousness to ascribe to it was still not clear in my mind. I went along with it. I thought I was at the very least responsible administratively (Interview, October 2009).

The Chair further articulated his uncertainties regarding the seriousness of this work - of being Chair of a committee burdened with such a momentous task. He described his challenges in trying to make sense of the numerous concurrent exercises across the university. He explained his work on the Senate Executive and their mapping of the next 10 to 15 years through a green and white paper process. He alluded to the *University Academic Plan* which includes individual Faculty Plans as well.

So there's these administrative, multi-tiered administrative processes at work. I don't know maybe I'm just not thinking fluidly enough but the question that always comes to me is how are these related?...I think I was also unclear as to what the heck does Bologna have to do with [USWO]? What is this some kind of grand conspiracy to bring everyone into alignment?...I can understand the logic of the exercise and I can understand the demand...But then to connect this to the Bologna protocol, for me, is a leap of faith. That made me both uneasy and

confused. So where did it go after this? I have no clue. It could be sitting in a

piazza in Bologna[28] as far as I know (Interview, October 2009).

This quote is a good example of how governance operates within the university. Being a

Chair of a committee brings with it certain responsibilities. Becoming Chair of CLT at

this particular time, without any prior experience on this committee, presents a challenge

for developing this framework. More specifically, there is the taking up of policy with an

uninformed voice. How is one to make sense of his role and responsibilities when there

are so many invisible relationships at work coordinating his particular experience? This is

a key insight into how the work of developing the UUDLEs framework got done.

Because of his experiences on Senate, this Chair was somewhat informed about what was

occurring elsewhere across the university and was trying to make sense of these

happenings in relationship to UUDLEs. The lack of understanding of the UUDLEs

policy, however, is problematic. Moreover, the existing connections between the

UUDLEs policy and other global accountability frameworks are revealed which further

reiterate the *Standardization as a Means to Assure Quality in University Teaching*

discourse and the predominant discourse of *Commensurability of Higher Education*

outcomes within this research.

The Seconded Approach

CLT is comprised of full time Faculty with at least one member being tenured or

tenure-stream. Other full time Faculty on the committee are typically Faculty seconded

from a local Board of Education to work with Pre-Service students. One informant who

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[28]As outlined in Chapter Five, the Bologna Process refers to the development of a
national qualifications framework in each European country along with the articulation of
criteria to ensure that the framework is attuned with the *Framework for Qualifications of
the European Higher Education Area* (QAA, 2010; 2008).

was completing her final year of secondment described it as being "borrowed from her board of education for three years to teach at a Faculty of Education" (Interview, October, 2009). As another secondee explained: "We come in as the dose of reality and as part practitioner's sense of how theory actually lives in our schools. And we're oriented a lot in our practice with what comes out from the Ministry" (Interview, April 2010).

As stated previously, the actual make up of a committee is significant. I asked the Chair about the makeup of CTL and whether that had an effect on the writing of UUDLEs.

> ...I think there was a real rift in the feedback that we got from the tenure stream people as opposed to the seconded people, the seconded people being much less concerned about the broader kind of epistemological issues and ethical issues and an accountability framework and responding to it (Interview, October 2009).

Teaching to specific expectations[29] is common practice for teachers in the K-12 sector; therefore, individuals who have been seconded bring with them a particular lens – one that informs how they teach courses, how they engage in committee work, and how they respond to accountability mechanisms. One seconded member of CLT commented on the oddity of not being told what to teach. "It was more like this is your course and here's the code, here's the description but I can do whatever I wanted within it" (Interview, February, 2010). Another seconded committee member spoke of aspirations to become a

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[29]According to Ministry documents such as *The Standards of Practice for the Teaching Profession, The Ethical Standards of Practice for the Teaching Profession, The Ontario Curriculum - Grades 1-12: Achievement Charts, and Ontario Curriculum documents organized by both grade and subject*
(http://www.edu.gov.on.ca/eng/curriculum/elementary/grades.html).

principal or vice-principal upon her return to the board and how an exercise such as UUDLEs could be useful: "... I'd like to know that all of my teachers have a certain skills set, that when I hired a teacher I know that they can do these things, that they know these things or have some facility" (Interview, February 2010). This quote offers a managerial perspective whereby UUDLEs (or the equivalent in the K-12 sector) can be used to monitor and make further accountable the work of teachers.

Two, potentially competing, discourses emerge between seconded Faculty who have experience and, to some degree, comfort with expectations and standards, and tenured or tenure stream faculty who understand academic freedom to be an integral aspect of their work in higher education. The emergence of these discourses establishes a power differential whereby seconded faculty do not have a broad experience in university teaching to understand the context of a document such as the UUDLEs framework but as their work is also contractually-based (typically for periods of three-years), they may be asked to leave the Faculty or be made redundant.

One tenured committee member made an argument to change the mandate of the membership of the CLT to require that more tenured Faculty sit on the committee. This individual argued that there is a necessity to have institutional memory and committee members who have experience and can withstand any manoeuvring or manipulating. This member of CLT further commented that "...we're supposed to be governing ourselves, collegially, and it shouldn't be that one person or management charts the course, it should be Faculty. So my argument was Faculty should be on that committee and one untenured Faculty is not enough" (Interview, October 2009). It becomes clear how different pedagogical and experiential approaches orchestrate how UUDLEs was taken up and

how the lack of consistency from one curriculum committee to the next has a large effect

on institutional memory – of particular concern within the present research is the

institutional memory of the UUDLEs text.

The Faculty Response

A finalized version of the UUDLEs framework had to be submitted by July 1,

2008 to the AVPA. First, however, it had to be passed by Faculty Council. Attendance at

Faculty Council is not mandatory and only ten voting members are needed for quorum.

One Faculty member explained how low attendance at this particular Faculty Council

was significant:

> What you have is a small group of people who are aware and that's of tenure
>
> stream Faculty. Then when you add the complicating factor that we have a lot of
>
> part-time Faculty and we have a lot of seconded Faculty, the likelihood that
>
> people even know what the word UUDLEs means is low and then the idea that
>
> they might actually do something is relatively even lower still (Interview, July
>
> 2010).

Faculty Council is scheduled during a set day, once a month. At times it may conflict

with one's teaching schedule which would, ironically, prevent him or her from learning

about policy that may radically affect the work (teaching work in the case of UUDLEs)

he or she does.

The process of bringing the UUDLES document to Faculty Council and the

fallout from that meeting is detailed below:

> And [one Faculty member] spoke quite eloquently about his experiences in the
>
> UK and what this - he said 'we have to be cautious about these kinds of activities

and really figure out what are we doing here and what it connected to'. [Another

professor] spoke passionately about how this is an outcomes based education and

that flies in the face of progressive educators who focus on the process of

education (Interview, October 2009).

Even though UUDLEs had been introduced at the end of the previous academic year, it is

clear in this interview that many Faculty members still were not aware of this document,

or of the work that had gone into its drafting over the course of the year.

UUDLEs were tabled until the next Faculty Council and in the meantime, the

Chair solicited letters from faculty members and worked them into the UUDLEs pre-

amble. Faculty and seconded faculty submitted, however, none of the concerns of the

secondees made their way into the documents' pre-amble. "None of them made it there –

their lack of concerns for accountability measures, none of that made its way into the

document" (Interview, October 2009). This statement alone demonstrates the exercising

of one's power as Chair, making the decision of what counts and what does not. It also

demonstrates, however, the perceived need of political savvy-ness. Some faculty

members in the Faculty of Education were against the writing of UUDLEs and yet

remained active participants in the process of developing and approving them.

One Faculty member wrote a letter stating her objections to UUDLEs.

I was saying in part that asking people to come up with the outcomes of their

courses is actually an impossible task because it's an act of the imagination and

that we are a research institution and that I did not know about any Faculty or

school that had actually done research into what the consequences or the

outcomes of their courses might be, whatever the intentions (Interview, November

2009).

She spoke at length about the dangers of outlining specific outcomes when learning can

occur at any time and in anyplace. She further discussed how this learning may be

demonstrated in different ways and then questioned how using learning outcomes in her

teaching would be an injustice to students as they may only serve to limit what students

could learn.

Central management additionally required the Chair of CLT to describe the

process by which the committee wrote UUDLEs. The Chair of the 2006-2007 committee

was asked if she would come to CLT and speak about how the document was developed.

[The Chair] was about to submit it and they said no, you have to describe the

process and tell us who participated in creating this document at your Faculty and

so again, that was the second part of it that was so artificial because there wasn't,

this wasn't an organic from the bottom up kind of initiative that we had just

spontaneously, this was something that came to us from the academic VP

(Interview, October 2009).

The Faculty of Education was the first Faculty to submit UUDLEs, which in view of the

story just told, is remarkable. On June 26, 2008, UUDLEs were submitted to the AVPAs

office marking the final act of the 2007-2008 CLT Chair. This is the moment of an actual

shift taking place as once the document was submitted, the entirety of the Faculty became

accountable to what is written therein - despite their own level of understanding or

participation in its articulation.

There is an underlying theme of, what I call, quiet compliance meaning that outwardly faculty members spoke of resistance and yet, complied with the mandate. As previously stated, compliance is defined as the acceptance of decisions despite the possibility that those outcomes may not concur with one's own opinions or beliefs (Grimes, 2006). The new Associate Dean of Undergraduate Programs spoke, from his perspective, about (re)introducing UUDLEs in Faculty Council and discussed the notion of resistance. He reflected on the lively discussion, as described above, questioning why the Faculty was required to write UUDLEs and the implications of the policy once implemented. Ultimately though "We weren't going to not do UUDLEs. We were going to comply with the mandate that we were given that you will UUDLE-ize your Faculty. There was talk of resistance…resistance would be futile" (Interview, October 2009).

Despite the Faculty's initial resistance, UUDLEs was submitted to central management. Of significance, was how the writing of this framework was done on behalf of an entire Faculty. The UUDLEs framework had little meaning to faculty members outside of CLT and Faculty Council. As one member of CLT commented: "We complied to the letter, but we didn't really use directives to engage the Faculty in of any kind of meaningful conversation about what they do and why they do it" (Interview, October 2009). The lack of dialogue is critical to how UUDLEs circulated through the policy cycle. The fact that Faculty were not engaged in conversations about UUDLEs directly affects both the *context of policy/text production* and the *context of practice* (Bowe, Ball, & Gold, 1992, my emphasis).

Once the AVPA received and reviewed the Faculty's UUDLEs, a request was made that curriculum mapping be done to demonstrate where in the Faculty of Education students have opportunities to learn what UUDLEs state they should know by graduation. It was agreed that a curriculum mapping exercise would happen during the 2008 fall term. Once again, UUDLEs would be passed to a new CLT committee.

A 'Striking' Interruption: 2008-2009

The academic year of 2008-2009 is what has become infamously known at USWO as the year of the strike. The strike caused a cessation of teaching in many aspects across the university as well as the cancellation of many Faculty and committee meetings. The CLT is a prime example where committee members were either not permitted to cross picket lines or were simply not able to attend meetings. Subsequently, very few meetings were held over the 2008-2009 academic year.

The Vice-Chair from the previous CLT became Chair, leaving room for a new Vice-Chair. The new Chair was a seconded faculty member who did have working knowledge of UUDLEs. Having sat on the committee the previous year enabled her to communicate this knowledge to all new members. This continuity of committee leadership stood in contrast to the experiences of the previous year's committee where almost all members of CLT had been new. A new Dean of Education also stepped in that year, fortunately, one with a great deal of previous UUDLEs experience.

The committee met for the first time in October and following that there were a number of meeting cancellations due to inclement weather and a conflict of personal schedules. UUDLEs was not listed as a yearly agenda item prior to the occurrence of the strike, nor was it listed as an agenda item when the strike was over and the academic year

resumed. UUDLEs, for the time being, appeared to be lost and forgotten. Furthermore, as the makeup of that year's CLT committee was comprised of one individual with previous UUDLEs experience, which would have severe repercussions for the work knowledge of the following year's committee as she would not be a continuing member of the committee.

Preparing for the UPR and OCT Accreditation 2009-2010

During the 2009-2010 academic year, the priority within the Faculty of Education was preparing for the pending Undergraduate Program Review (UPR) and Ontario College of Teachers (OCT) Accreditation review. The CLT, led by a new Chair (who through the course of the year was coming up for tenure) and Vice-Chair, met for the first time in late October. That year's curriculum committee was thus charged with the task of reviewing the Faculty of Education's UUDLEs and was under pressure to be up-to-date as the Faculty was approaching the reviews.

In speaking with the 2009-2010 Chair of CLT, she described her first experience with UUDLEs which was during the first CLT meeting in October of 2009. She explained to me: "...I am very green because I've only found out about it even though I've been at [USWO] for almost five years. I wasn't aware of UUDLEs until really this year, until the last five or six months" (Interview, February 2010). Data analysis shows this lack of continuing working knowledge or institutional memory to be a recurring theme in spite of the commotion that had erupted in previous Faculty Council meetings. As one high level administrator had to explain to a colleague who had returned from sabbatical: "...the UUDLEs have been implemented, it was passed in 2005 and was implemented in 2008, most units already have UUDLEs" (Interview, April 2010).

Despite the fact that the UUDLEs policy had been developed and formally implemented into the University Review Process, there were individuals who were unaware of the policy's ramifications on their work.

Even though the Chair had been Vice-Chair the year before, UUDLEs was not an agenda item due to the strike, meaning that the current Chair had zero experience with the UUDLEs policy. Moreover, she had no knowledge of the back story leading up to its articulation, including the "subversive" (Interview, October 2009) pre-amble, and process by Faculty Council. The only returning member of the Curriculum Committee in 2009-2010 was the recording secretary.

The 2008-2009 Chair detailed how it was that UUDLEs (re)crept into the agenda. She explained that they met for the first time in October with the recognition that the committee's main priority was prepping for the OCT review. "UUDLEs was brought up because it was time to do the revisions I think and that's why it was mentioned, that it needs to be considered" (Interview, February 2010). In a December meeting, once the Faculty of Education's UUDLEs were distributed, a decision was made to look at Senate approved course calendar descriptions. This review was done in an attempt to map them against the UUDLEs text so that the UUDLEs framework for the Faculty of Education would be up-to-date for the pending UPR. CLT concluded that the course abstracts did not offer enough detail to do this effectively and that more specificity was required. The members of CLT deemed it necessary to review every course syllabus offered in the Faculty, but the review was a huge undertaking.

And when we did it, it became very difficult in some ways because each of those categories from the UUDLEs done in the past for the Faculty of Education would

relate in many ways, to a lot of the courses. It was very difficult to say that one

course didn't match one particular UUDLE because we're only looking at the

calendar description of that course, so it's possible that that course could have

offered it, it just didn't come clearly through (Interview, February 2010).

This move represented a very significant shift in the way that UUDLEs are being taken

up. Firstly, there was a brand new committee who, seemingly, knew very little about

UUDLEs. This move also suggested that the committee was unaware of the tensions

surrounding this document when it was being passed through Faculty Council at the end

of the 2007-2008 academic year. To complicate this further, an entire academic year

passed without engaging with the UUDLEs policy. Secondly, occurring within this

committee is the reviewing of their colleague's course abstracts from pressure to update

the Faculty of Education's UUDLEs - a framework that they have no prior knowledge of

or its formulation. Any work that was done to or with UUDLEs from that point forward

would take on a new trajectory – one that is uninformed by institutional memory, and one

that will have repercussions for the entire Faculty.

The Chair provided some additional insight into their reasoning for taking on such

a task and how it was they approached it:

I guess the other issue that is often being raised is when two people are doing the

same course; it's not the same course. It's the same title but it's a different course,

a total different course, not just different readings, but the content is even totally

different (Interview, February 2010).

Much of what is done in the classroom cannot be adequately reflected through a course

abstract. It is questionable how a committee might adjudicate whether or not their

colleagues are in fact meeting the requirements/expectations of UUDLEs simply through reading abstracts and/or course outlines. An interesting power dynamic is thus created.

The Chair was asked to attend one of the pan-university workshops that were being hosted by the university teaching centre and AVPA's office as a representative of CLT. As she was still vaguely familiar with UUDLEs this new lens affected her own understanding of the workshop content and how she could communicate the information to the remaining committee members. At this workshop there was discussion of alignment between the graduate and undergraduate review process which marks a momentous change to the university and has tremendous interconnectedness with UUDLEs. I will return to the discussion of the undergraduate and graduate review process alignment later in this chapter.

The Ad Hoc Committee

In the summer of 2009, the Undergraduate office established a small ad hoc committee to assist in the preparations of the upcoming program reviews. Of note here is that with the completion of the UPR and OCT accreditation, this ad hoc committee was dismantled. This committee consisted of the Associate Dean of Undergraduate Programs, the Practicum Coordinator, the Pre-Service Manager (the recording secretary of CLT), and a faculty member (formerly a seconded faculty member, and not a tenured or tenure-stream faculty member) due to her previous experience in the Faculty and having gone through previous reviews. Of these individuals, only the Associate Dean and recording secretary sat on CLT which facilitated dialogue and reporting of happenings within the ad hoc committee. The make-up of this committee is significant as all members, except for the Associate Dean and Pre-Service Manager, were seconded members of the Faculty of

Education. I reiterate tensions previously articulated within this chapter about the experiences of a seconded Faculty member who already has a good deal of comfort and experience with standardizing frameworks through their work in K-12 education.

The ad hoc committee organized site visits and liaised between the reviewers and the Faculty of Education. With the pressures to be up-to-date for the pending reviews the ad hoc committee was also charged with the task of reviewing UUDLEs for the Faculty. This revisiting of the UUDLEs document is critical. Bearing in mind the experiences of the first curriculum committee receiving and responding to the UUDLEs' mandate and then of the second curriculum committee in trying to pass UUDLEs through Faculty Council and the resistance they encountered, the (re)taking up of UUDLEs by the ad hoc committee was paramount. A member of the ad hoc committee explained their response upon reading the first iteration of UUDLEs:

> …there was a considerable preamble that is a kind of a protest almost of what are you doing here? ...they weren't as tight and sequenced and they also weren't put into relationship to other kinds of documents that inform and regulate the B.Ed...(Interview, May 2010).

Not only did the ad hoc committee review the UUDLE framework (*after* it had already been passed through Faculty Council), they *re-wrote* them and *stripped* the original protesting pre-amble that many of their colleagues within the Faculty had contributed to via letters and commentary as well as dialogue surrounding the approach they would take to writing the early iterations of the documents. The consensus, at the time, was to remain consistent with guiding documents of the Faculty of Education - namely the Academic Framework and PEP. It is noteworthy that the ad hoc committee was an unelected

committee. Rather, it was assembled by the Associate Dean of Undergraduate Programs for the sole purpose of preparing for the upcoming Ontario College of Teachers Review and Undergraduate Program Review. With the exception of the Associate Dean and recording secretary (as stated above), none of the ad hoc committee members were members of CTL and thus the committee that had original oversight of the UUDLEs development was excluded in this process. Moreover, this decision by management undermines the work of all of those who were a part of the construction of the UUDLEs framework for the Faculty of Education.

The original decision to utilize the Academic Framework (and follow the same process as they had for the PEP document) was ousted in lieu of documents such as the *Standards of Practice for the Teaching Profession* and *Ethical Standards for the Teaching Profession*. The new draft of the Faculty of Education's UUDLEs were now derived from a synthesis of documents[30], some of which were previously included and others not.

The members of the ad hoc committee engaged in this work in relation to the looming reviews. The new version, recreated by the ad hoc committee, was presented at Faculty Council on March 12, 2010 and passed. The new version had been circulated to members of the Faculty in a memo dated February 25, 2010. Of interest is how many faculty members attend Faculty Council having read or not read circulated documents (such as the revised UUDLEs text) that they were voting on.

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[30]These documents include the *Report of the Academic Framework Committee, Accord on Initial Teacher Education* (Association of Canadian Deans of Education, 2006), *The Standards of Practice for the Teaching Profession, The Ethical Standards of Practice for the Teaching Profession,* OCAVs *Guidelines for University Undergraduate Degree Level Expectations,* and the *Teacher Candidate Practicum Evaluation Protocol.*

Having attended Faculty Council to learn and hear the Faculty's response to the new UUDLEs framework, the Chair of CTL presented the revised iteration of UUDLEs. This in itself is interesting as this person did not sit on the ad hoc committee; however the CLT is the reporting body of the ad hoc committee. The decision to have the Chair of CTL, someone who was not on the ad hoc committee nor part of the revision process, present at Faculty Council may have been to lend a sense of legitimacy to the process. Grimes (2006) identifies that if a process or decision is "...perceived as legitimate, regardless of on what grounds, an authority is more likely to induce voluntary compliance" (p. 293). The Chair (re)informed the Faculty that there was a pending UPR and so provided an overview of the UPR process as well as a review of UUDLEs but did not highlight any of the specific changes made to the document. As noted above, unless one has read the document in advance of council and has background knowledge into how the document was constructed by previous members of CTL, the significant changes made to it are buried. There was a discussion regarding the motion to pass the new version, followed by a few comments regarding the narrowing of curriculum and consequences of standardization, but, ultimately, the motion to approve the new UUDLEs was made and carried.

A number of pieces are of significance. I question if the decision to present the newly sanitized iteration of UUDLEs at this Faculty Council was strategic. This meeting was during March break for the Faculty of Education, which also typically marks a low attendance and participation rate. Was this a strategic plan to have the new UUDLEs passed without objection? Additionally, the Chair of CLT, who presented UUDLEs at this Faculty Council, had no prior experience with UUDLEs before this academic year

and was also up for tenure. She was in a delicate position of not trying to create waves amongst faculty who would be adjudicating her application for promotion. Bowe, Ball, and Gold (1992) state that this recreation of the UUDLEs policy is a part of *context of practice* within the "continuous policy cycle" (p. 19). The new document, once passed through Faculty Council, is the one that teachers in the Faculty of Education would have to use to re(organize) their work.

The Curriculum Mapping Exercise

Further to the ad hoc committee's purpose to prepare for the UPR and OCT Accreditation, they organized and ran a curriculum mapping exercise on May 7, 2010. University teaching and learning centres across the province are widely known to facilitate such events and even research and share resources on doing so effectively. Curriculum mapping was discussed at an educational developer's workshop that I attended in June 2010. An ad hoc committee member, rather than an educational developer, described their work of doing this mapping work:

> So we took the UUDLEs and mapped the intermediate/senior concurrent program as an ad hoc committee, we did that...it also seemed important to do each PJ, JI, IS in concurrent to see if each of the levels were, how they fit into it (Interview, May, 2010).

This process not only excluded most of the university teachers from participating in important discussion, it shut out any opportunity to share and voice their opinions on their own courses and what and how they teach.

Originally the ad hoc committee attempted to map the courses themselves before realizing that this task was too big for them to tackle. I return to a concern articulated in

Chapter Seven of power dynamics. Whereas earlier, the CLT attempted to look at course abstracts and UUDLE-ize them, the ad hoc committee was attempting to do the same thing but on a much grander scale. This process completely eliminates any potential voice of the university teacher – the one actually teaching the course. Furthermore, there are no collaborative, collegial elements in this process which prevents any voice (seconded, tenure, tenure-stream, part-time, or full-time) to empower change or to participate in the policy cycle. To be clear, the ad hoc committee was made up of the Associate Dean of Undergraduate Programs, the Recording Secretary, and three seconded members of the Faculty of Education.

At this time I taught a consecutive site course within the Faculty of Education at USWO. As an instructor I received the following email from the ad hoc committee on behalf of CLT:

To Consecutive Course Directors,

As you may be aware, [the University of South Western Ontario's] Faculty of Education is undergoing an undergraduate program review. As part of this process, the Curriculum Committee requests that each consecutive site complete a curriculum mapping exercise. Each course offered at your site will be included in this mapping. This mapping exercise will be based on the new Faculty of Education-University Undergraduate Degree Level Expectations (UUDLES) (see attached) which asks reviewers to examine how these UUDLES are reflected in your site's course outlines and assignments...An UUDLE checklist will be completed for each site and given to [the Chair of the] [Curriculum, Learning and Teaching Committee] (email, April 26, 2010).

The email was sent by a member of the ad hoc committee, interestingly not the Associate

Dean or Recording Secretary. I note that the email was not on official university

letterhead. Furthermore, what is of significance is that the nature of doing the curriculum

review is being tied to the review process, rather than the implementation or taking up of

the UUDLEs policy, despite the original intentions of OCAV's sub-committee on

UUDLEs to enhance and improve university teaching. The Curriculum Mapping Chart is

attached as Appendix F.

There is a very direct tone in this email. However, attendance at this mapping

session was completely voluntary as it was an invitation, I highlight the word "request"

rather than "require" in the above email. Power dynamics may speak to this issue

whereby tenured faculty members knew that they could not be compelled to attend but

tenure-stream, secondees, and graduate students who taught within this Faculty, perhaps

felt as though they were.

For detailing the curriculum mapping exercise, I rely heavily on field notes that I

took during and after the session. Upon arrival each consecutive site was grouped

according to their division (Primary/Junior, Junior/Intermediate, and

Intermediate/Senior). As a course director for a P/J course at a particular site, I was

grouped with other course directors from the same location. Two individuals from the ad

hoc committee led the session: the Curriculum Coordinator (a secondee) and the former

seconded faculty member. Two to three tables were grouped together in a random pattern

throughout the room in order to provide work space for our groups.

Every course director received a Curriculum Mapping Chart (Appendix F). And

even though I had seen this document before I recall from my notes: "I have no idea how

to use this thing. What exactly am I meant to select and how do I know if in fact this is something that I do in my classroom?" (Field note, May 7, 2010).On the left hand side of the checklist chart is space to include all of the courses taught at a particular consecutive location.[31] We were promptly asked to begin mapping our own courses according to this checklist. If we, course directors, thought that we taught any or all of the UUDLEs sub-categories, we would place a checkmark beside the corresponding letter. This document was a reductionist checklist as there was no room to shift or diverge from the options provided. It, primarily, was a quantitative account of what degree level expectations we believed we were teaching to. Our options were streamlined as there was no room to account for what other areas of curricular content or expectations we might be teaching to as well. At the bottom of the checklist was a question: "What we noticed:" where the course directors from the various sites could offer a qualitative analysis of the mapping at a particular consecutive site. Commentary from our group of course directors included such remarks as:

- Only the religion course dealt with: **Worldliness** (c) An awareness of community-based organization, their advocacy and educational missions. Therefore it was not addressed for the majority of students at all.

- Weak correlation to **Ethics** (B) An awareness of the limits of knowledge and personal responsibility.

- The **Curriculum** & **Pedagogy& Autonomy** expectations seem to be addressed in a fulsome manner (Curriculum Mapping Checklist, May 7, 2010).

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[31] The USWO has a number of satellite campuses. I was a course director at one of these sites.

The Curriculum Mapping Chart, a reductionist document, conceals what is really happening in documenting teaching work as it subsumes what we do as teachers (in and out of the classroom) into a checklist. What is supposed to be an exercise in transparency becomes a tool that masks what is being taught in a classroom and what may or may not be meaningful to students.

We were immediately thrust into the activity of mapping without an overview of UUDLEs, the purpose of this exercise, or where this checklist was derived from/how it was developed. The majority of individuals present were seconded, on contract, or doctoral candidates. Very few were tenured or tenure stream. I documented that I felt lucky to have the information and background with UUDLEs that I did, preventing me from being completely uninformed. Not everyone in that room had the working knowledge that I did at that time about UUDLEs (not to mention its contentious history).

Almost immediately, questions were directed to the two facilitators - the Curriculum Coordinator (seconded) and a non-tenure stream faculty member (formerly seconded). Their experiences in school boards are pertinent to their role as facilitators in this mapping workshop as they were both accustomed to teaching to expectations as required by management. One individual (sitting at a table with one other person) stated that three other course directors were unable to attend the curriculum mapping session because they were supporting their graduate students and the annual Graduate Conference in Education, which was running concurrently. The response was that mapping should be done on their behalf. There was an apparent tone of voice in responding to the question.

I detailed in my field notes that I too felt uncomfortable with this exercise. Having said that, I asked the question: "How will this affect the work of the person who teaches this course next year?"(Field note, May 7, 2010). I was informed that this work would only tell future course directors *what must be covered within a course* but not how it is to be done (my emphasis). I felt as though I was compromising a colleague's academic freedom. This exercise put me in a strange position of power. Moreover, I was now implicated in the very enterprise which I was researching.

The question and answer period was terse. The facilitators made it very clear that this workshop was not a space to engage in dialogue about UUDLEs but to actually do the work of mapping. Conversation and any potential oppositional commentary was shut down. At least this silencing was the sense of the individuals at my consecutive site tables. We moved on to the checklist. I re-read over the expectations and then re-read my course syllabus. I had to do this a number of times. Once I was able to identify my expectations, I could then do a numeric analysis as to where the gaps were, or what expectations had not been covered. This analysis was done on the UUDLEs chart and then submitted to one of the facilitators before leaving the session. I identify this process with what Mulderrig (2011) refers to as "textually manufacturing consent over its policy decisions" (p. 562). As we checked off each expectation through this textual apparatus, we, the university teachers present, became complicit in the process.

During my interview with one of the facilitators, I asked about the purpose of UUDLE-izing the Faculty of Education. She explained:

So when you see it within the framework of a program, you can see that some courses may say this is clearly not something that I have to do in this course

because it is being done here, here and here. So it releases me from the obligation

of feeling that I have to in my courses do everything (Interview, May 2010).

It was reiterated in this interview, as it was in the curriculum mapping session that this

would have no bearing on *how* a university teacher is to actually teach but simply to offer

a more streamlined approach to *what* they teach. My informant then began to discuss the

next possible steps for the ad hoc committee or CLT:

So that would be, so for planning is a step for then looking at, do course outlines

actually reflect what they say they're doing? And then to me, the most interesting

thing is does the evaluation reflect the major areas' focus? And maybe people

don't have to evaluate so many things...People, I think, are evaluating everything

and the burden on the students in terms of volume of assignments is huge

(Interview, May 2010).

Many informants spoke of the evaluation of UUDLEs and how they structure their

courses according to UUDLEs as a major fear.

Returning to Faculty Council

Part and parcel of undergoing UPR is the completion of a number of tasks and the

collection of documents. The Faculty of Education completed a student survey, a

practicum partner survey, and the curriculum mapping exercise detailed above. The

results of the curriculum mapping were presented at the June 4, 2010 Faculty Council. I

attended to learn how the results of the mapping exercise were taken up. Again, the Chair

of CLT presented the data collected from the curriculum mapping session, rather than any

member of the ad hoc committee.

All in attendance at this Council meeting were informed that UUDLEs had also been added to 'Sharepoint'.[32]Through the interview process, I learned that not all university teachers can access Sharepoint substantiating its lack of transparency both to university employees and the public. The curriculum mapping results of both the consecutive sites and concurrent sites were presented. As previously identified, I was a part of the consecutive site mapping session, however, there was no curriculum mapping session for the concurrent site but that the members of CLT did the mapping on their behalf - what Mulderrig (2011) refers to as a "managed action" (p. 570). The course directors of those particular courses were not given the opportunity to participate. Their voices were completely masked by those who did the work of mapping their courses. Again, insight is gained as to how university teachers have become "managed professionals" (Rhoades & Slaughter, 2004, p. 39). Through exclusion from strategic decision-making processes, university teachers are ironically being co-opted in the implementation process since there is not opportunity for resistance.

The mapping work completed by members of CLT was done by reading course syllabi. Two members of the committee were responsible for mapping each course. No one spoke of this process in Faculty Council.

The Faculty Retreat

On June 10, 2010 a faculty retreat was held. This event was not something that I was permitted to attend so in order to gather information about it and its goings on, I

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[32]Sharepoint is a password protected, organizational platform on the internet where forums, web pages, and other documents may be posted. A number of 'values' of having UUDLEs on Sharepoint were discussed: gaining and maintaining the confidence of students, addressing tensions between academic freedom and accountability, and it may provide new staff/seconded members with UUDLEs (Field notes, June 4, 2010).

questioned informants. Once again the curriculum mapping exercise, the student survey, and the practicum partner survey were visited. Based on the curriculum mapping exercise, the student survey, and the practicum partner survey, the faculty did a review and completed a self-survey. The faculty retreat informed the self-study which is also a part of the UPR process. This document, in turn, helps form the basis of what is called an Agenda of Concerns.[33]

The ad hoc committee organized and facilitated the retreat. In other words, there was additional infusion of the policy into the everyday lifeworld (van Manen, 1997) of university teachers as the retreat process was controlled by the ad hoc committee in preparation for the pending undergraduate program review. The ad hoc committee took results of the surveys and mapping exercise and thematized important points - what they considered to be of significance. This process again streamlines the roll out of the policy through the exclusion of the very voices it affects. Of these points six main themes were selected and presented at the retreat. While faculty members circulated to stations, comments were collected by the ad hoc committee and later presented to CLT. CLT used this information to draft the 2009-2010 end of year report prior to presenting it to Faculty Council.

UUDLE-izing the Review Process

As a result of a report based on the graduate review process, the decision was made by COU to align both the graduate and undergraduate review processes and procedures. This restructuring had major ramifications for UUDLEs and GDLEs and the way in which they will be evaluated. These changes in policy have significant

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[33]The Agenda of Concerns is a preparatory document for the undergraduate program review. It is a document that would be given to reviewers to guide their investigation.

implications for university teachers. This section shifts from the micro level of policy analysis back to a meso level. Moreover, within the "continuous policy cycle" (Bowe, Ball, & Gold, 1992, p. 19) this process moves out of the context of practice and reverts to the context of policy/text production.

Situating the Need for Change

As discussed in Chapter Five, program reviews of the university have been in effect for quite some time. OCGS conducted the external reviews of graduate programs in Ontario whereas UPRAC (under the direction of OCAV) completed the quality reviews of undergraduate programs. During an interview with a former Vice-President Academic of USWO, it was explained that the reviewers are essentially looking to ensure the university is obeying its own processes (Interview, March 2010). In other words, the audit is to ensure that the program is in compliance with the policies and procedures that they themselves have articulated, rather than how it is that the outside policies and procedures are met. This process is similar to the ways in which the UUDLEs policy was mandated as each unit was charged with the task of writing their own expectations, only to be reviewed according to the articulated expectations later.

UPRAC incorporated the UUDLE guidelines in 2006 in addition to the UPRAC Review and Audit Guidelines, therefore binding UUDLEs to the review. This addition is a significant addendum to the review process. A UPR is completed via a thorough internal and external review process. In the year preceding the academic review, a student survey is administered in order to collect student feedback on the quality of programs and instruction received. A librarian statement is provided to outline available resources to students. External consultants who have some relevant knowledge of the field are then

invited to participate in the review. The self-appraisal is at the hub of the review process.

It allows for an assessment of strengths and weaknesses, challenges and goals, and issues

identified by students in the student survey. An agenda of concerns emerges from the

self-appraisal. These items are submitted to the AVPA two months prior to the site visit.

All external reviewers conduct a site visit allowing them to meet with individual

members of the unit. Reviewers are given information in a binder which includes the

results of the student questionnaire, ahead of time. During the two days they are on

campus they have opportunities to tour the campus and interview faculty, staff, and

students (Interview, March 2010). Once the review is complete they develop a report for

each program under review and submit it to the Office of the AVPA. This report is a

response to the agendas of concerns and is to be formative.

In most institutions reviews occur every seven years, however, this is not the case

at USWO where they occur every eight years. A former Vice-President suggested that

there were two main reasons for this change. The first rationale provided was that every

seven years the same faculty would be on sabbatical. Secondly, with the addition of

numerous programs there were an increasing number of reviews required. "We needed to

find a way to cut back and that was also becoming a budget issue because every review

does cost many thousands of dollars..." (Interview, March 2010). From a manager's

standpoint the UPR is not only effective in differentiating the work that people do within

the unit, but it is cost effective. The former VP said about the review process in relation

to UUDLEs:

> It does jolt you out of your every-day-ho-hum-teach-a-course type of thing and
>
> makes you look at the program as a whole rather than course by course. That in

itself is valuable. And it's amazing what can happen over a seven or eight year

stint. Things just kind of change. The profession changes, the discipline changes,

your students change, technology changes. Do we really have the best, most up to

date program now even though we totally re-vamped it in 2003? How do we

know that? And it's good to keep checking it (Interview, March 2010).

UUDLEs, according to the former VP, becomes a way to avoid stagnation as it forces

university teachers to reflect on their teaching practices as they prepare for programmatic

reviews. This VP also seems to be suggesting that university teachers do not update their

course curriculum or may not unless compelled to do so because of an upcoming review

process. It is possible, however, that with the implementation of UUDLEs, these same

university teachers may only review curricular content that is congruent with the specific

expectations. Once again, this process of last-minute reviewing of curricular content

(rather than ongoing review) stands in opposition to what the OCAV sub-committee on

UUDLEs had intended with the policy.

Aligning Degree Level Expectations

The COU commissioned a former Chair, Dr. Richard Van Loon, a former

president of Carleton University, to do a comprehensive analysis of OCGS procedures in

2006-2007.[34] A number of concerns were articulated by stakeholders about the current

operations of the appraisal system during this review process (Van Loon, 2007).

Consequently, another major review of OCGS was mandated. *The Ontario Graduate*

Program Appraisal Review, hereafter referred to as the 'Van Loon Report', was

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[34]The last review prior to this was completed in 1999 by Dr. George Cornell, both a former Chair and former president of the University of Toronto.

submitted to COU on November 12, 2007 in which a number of recommendations were made.

One of the recommendations contained within the Van Loon Report included "...a major overhaul of the quality assurance process in Ontario's universities, one which touches both graduate and undergraduate programs" (Van Loon, 2007, p. 5). It was felt by the reviewers[35] that the current structure of undergraduate and graduate program appraisal in Ontario "...is out of step with the evolution of quality assurance processes in postsecondary education around the world" (Van Loon, 2007, p. 8). Furthermore, it was thought that the current process did not support quality improvement, was more costly, was more arduous for faculty than is necessary, and, perhaps most significantly, its reporting relationship to the Deans of Graduate Studies was inappropriate.

The recommendations issued in response to these concerns have transformed the ways in which program reviews and quality assessment is carried out in higher education in Ontario. Consequently, one single system for the oversight of both the undergraduate and graduate levels of education emerged. OCGS became the group of Deans of Graduate Studies and OCAV became the body responsible for quality assurance at both the graduate and undergraduate levels, or as the Chair of the Quality Assurance Transition/Implementation Task Force stated, "the superintendent of all quality assurance" (Interview, July 2010). This statement demonstrates the wide berth of OCAV's oversight in quality assurance processes. The report suggested that the new quality assurance body be called the Ontario Universities Council on Quality Assurance (OUCQA), also known as the Quality Council (OUCQA, 2010). As such a Quality

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[35]This six month review was completed by Dr. Van Loon and a five person Advisory Panel in November 2007.

Assurance Transition/Implementation Task Force was established in April 2008 by COU

to fulfill responsibilities arising from the Van Loon Report (COU, 2008).

The Quality Assurance Transition/Implementation Task Force was empowered to

develop the new Quality Assurance Framework (QAF) which would: outline the major

steps in the transition to the new quality assurance milieu and allocate responsibility for

them; prepare a job description for the new position of Executive Director of Quality

Assurance (the membership of OUQAC had not yet been finalized, however COU had

already begun the search for an Executive Director); identify the new guidelines for the

appraisal, approval, and institutional reviews of both new and existing graduate and

undergraduate programs using existing UPRAC Guidelines and OCGS By-laws and

Procedures as a guide. Significantly, the QAF would delineate guidelines for the audit of:

"i) *compliance* of institutional review policies and processes with the OUQAC guidelines

for institutional graduate and undergraduate program reviews; ii) *compliance* of

institutional program review practices with institutional review policies; and iii) quality

assurance processes for student academic support services" (COU, 2008, p. 3, my

emphasis); and to develop a mandate for a Council of Deans of Graduate Studies

operating within COU as an affiliate of OCAV. The task force would also provide

HEQCO and PEQAB updates on activities.

In the above citation, note the use of the word 'compliance'. This process absorbs

the UUDLEs policy as it becomes embedded within the language of new policy. This

speaks to a point made earlier in this research about piggy-backing upon existing policy.

Moreover, this compliance model of accountability involves the systematic oversight, or

checking-in, of organizational activities that may be audited and then rewarded (if

compliant) with the continuation of programming (Wolf & Hassel, 2001). This model is consistent with the review process in higher education. Wolf and Hassel (2001) posit that a traditional compliance model of accountability focuses on both organizational activities and processes:

> At the front end, the compliance model prescribes the formulation of elaborate rules and explicit regulations to guide the behavior of agents. It relies upon a heavy hand to shape and enforce behavior. Compliance accountability systems often require some form of credentialing (such as teacher certification) before an agent is allowed even to operate within the system (p. 56).

Lenihan, Godfrey, Valeri, and Williams (2003) caution that this kind of model may be very deceptive as it encourages a "black-and-white view of performance" (p. 1). In other words, this kind of model concerns whether or not procedures were followed and regulations met. As far as UUDLEs are concerned, through this process a complete shift has taken place where the policy is no longer concerned with the quality of teaching but rather that university teachers are compliant with the policy itself.

On May 15, 2008, OCAV held a meeting during which it was decided that a set of principles be created to direct the establishment and operation of the OUQAC and that this work be taken up by the Quality Assurance Transition/Implementation Task Force. A statement of principles was drawn up and approved by OCAV on October 15 outlining OUQAC and its processes. These principles articulate that OUQAC will be the provincial body responsible for assuring academic quality and accountability, that the quality assurance processes for both graduate and undergraduate programs should mirror each other so that program reviews may take place in tandem, and that there be processes for

external reviews for both new undergraduate and graduate programs (COU, 2008). Over

the course of two years, the Quality Assurance Transition/Implementation Task Force

developed the QAF for all graduate and undergraduate programs and submitted its report

to OCAV in October 2009. After final revisions by OCAV executive and COU

Secretariat were completed, OCAV unanimously approved the QAF on February 8, 2010

and thus on March 1, 2010, the OUCQA was established. The framework was approved

by COU on April 22, 2010 (Woolcott, 2010) and was grand-parented in on a rolling basis

depending on when a faculty's next program review was scheduled.

The work of the Quality Council is supported by an Appraisal Committee and

Audit Committee. Its operations are managed by a secretariat and are headed by the

Executive Director of Quality Assurance. The Quality Council operates at arm's length

from universities and the government to ensure its independence. It is comprised of nine

members including experienced academic administrators (e.g. provost, dean of graduate

studies, undergraduate dean), COU academic colleagues, experts in quality assurance - all

of whom are appointed by OCAV.

Under the QAF, Ontario institutions have undertaken to devise and execute their

own Institutional Quality Assurance Process (IQAP) that is consistent with their own

mission statements, UUDLEs, and with the procedures of the QAF (OUCQA, 2010). The

IQAPs are at the core of the quality assurance process. Of significance is that the IQAP is

a policy document written by managers. It is a document that further embeds the

UUDLEs policy within the new review process. Although these documents inform each

other, they were constructed independently by two distinct groups (university teachers

and managers) with different, sometimes competing, priorities and perspectives. The

QAF comprises four distinct components. The *Protocol for New Program Approvals* (my emphasis) applies to both new undergraduate and graduate programs when new for-credit programs have been developed. They will be reviewed by the Appraisal Committee of the Quality Council which has the authority to approve or decline new program proposals. In agreement with the *Protocol for Expedited Approvals* (my emphasis), the second component, each university will be responsible in its IQAP to assure program quality where major changes are made to previously approved programs where learning outcomes remain unchanged. Institutions will set out their own procedures for the identification and approval of Major Modifications in their IQAP and must report annually to the Quality Council on the Major Modifications approved that year (OUCQA, 2010). The *Protocol for the Cyclical Review of Existing Programs* ensures the continuity of academic standards of existing undergraduate and graduate programs. Lastly, the QAF details the *Audit Process* which is conducted through a panel of auditors that reports to the Audit Committee of the Quality Council. "The panel examines each institution's compliance with its own Institutional Quality Assurance Process for the Cyclical Review of Existing Programs, as ratified by the Quality Council" (OUCQA, 2010, p. 3). In addition to the Quality Council Audit that will take place every eight years, each university will conduct a review. This review is also to take place every eight years. As noted, USWO has an established eight year review cycle. See *figure 7.1* for a depiction of the new structure of arms-length and governing bodies of the university under the new system of review procedures. This diagram is not a representation of a reporting chain but rather a depiction of the governing and arms lengths bodies after having the new Quality Council and Quality Assurance Frameworks implemented. As stated above, each

Figure 7.1 *University Arms-Length and Governing Bodies Revisited*
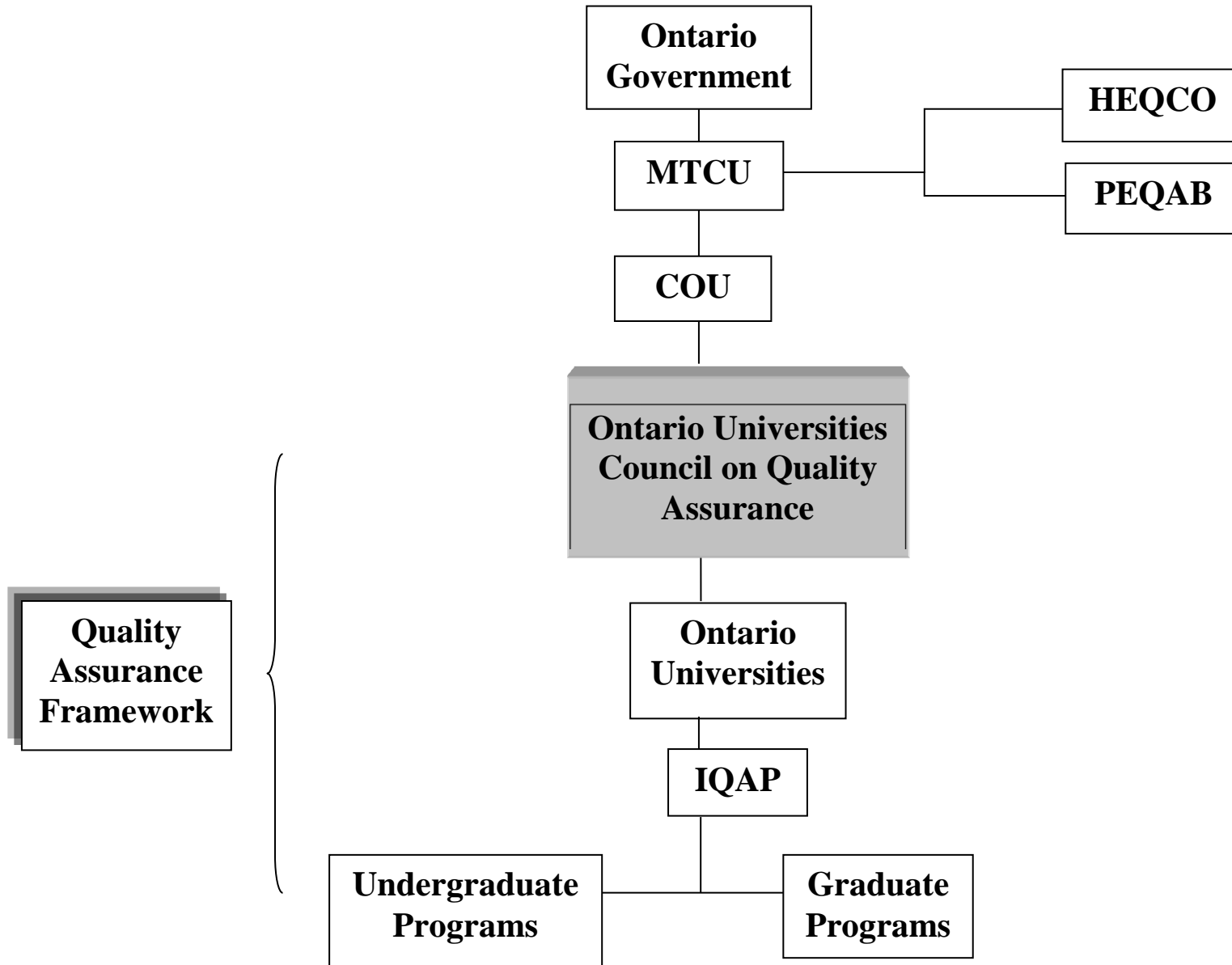
university has been charged with the development and implementation of their own

IQAP. They were asked to customize their own policies that would not only fit with their

mission statements and protocols of the QAF, but also with UUDLEs. This is a critical

piece in the restructuring of university governance. The Chair of the Quality Assurance

Transition/Implementation Task Force stated:

> There the UUDLEs and GDLEs are integral, they're not just an afterthought.
>
> They are core to the whole system of quality assurance. They didn't come later
>
> they came first (Interview, July 2010).

Effectually, the new framework was built around UUDLEs demonstrating the centrality

of the UUDLEs policy within quality assurance processes in Ontario.

This restructuring does not have any immediate effect on university teaching in

the Faculty of Education at USWO as a review was underway during the completion of

this dissertation. The QAF and implementation of the IQAP will have coordinative

effects in eight years' time when the Faculty is up for review again. A deadline of July 1,

2010 was issued to all of the publicly assisted universities in Ontario to submit their

IQAP to the Quality Council for ratification. In the meantime, UPRAC audits continued

to be performed until the academic year of 2010-2011. OCGS continued the approval of

new graduate programs until all institution's IQAPs were approved by the Quality

Council. The last date for submission of a new program proposal was December 31, 2010

(Woolcott, 2010). Once the IQAP was approved by the Quality Council, each university

was free to begin its own periodic review.

Conclusion

This chapter serves as the major thrust of this research. Speaking with curriculum committee members served as the entry point from which the collection of data began. These conversations further assisted in the recognition of 'agency of local actors in policy processes' (Winton, 2010). I have predominantly focussed on the context of practice within Bowe, Ball, and Gold's (1992) "continuous policy cycle" (p. 19) where the UUDLEs framework was interpreted, reinterpreted, and recreated by the successive curriculum committees and ad hoc committee, on behalf of their colleagues.

In this chapter I have described the experiences of those on the sequential CLT committees who responded to management's mandate that the UUDLEs framework be articulated and submitted as policy. Additionally, I have provided an auto-ethnographic account of the curriculum mapping exercise which is highly significant to the implementation of the UUDLEs policy within the work of university teachers in the Faculty of Education. UUDLEs was driven into practice through this exercise as its purpose was to demonstrate where the expectations were within one's course curriculum, suggesting also that if they were not present that a change to curriculum would be necessary.

I have documented a shift from a micro level of analysis (interviewing members of CTL for example) to a meso level (sketching the formation of the Quality Assurance Framework through the creation of the new Quality Council) as I trace the UUDLEs policy from the context of practice to the context of policy/text production. I have detailed the changes being made to the ways in which programs would be reviewed. The changes included the alignment of both the graduate and undergraduate review processes

and the establishment of the OUCQA under the direction of OCAV. It is through these changes that we begin to see how UUDLEs becomes a part of other quality assurance and accountability processes. Because of a pending OCT accreditation and Undergraduate Program Review, UUDLEs was revisited and revised. UUDLEs was foundational in the development of the Quality Assurance Framework, and by extension, would also be in each institution's IQAP. Of increasing significance is that the centrality of degree level expectations would be at both the undergraduate and graduate degree levels as the Quality Council has oversight of both review processes. It becomes increasingly visible how these multiple accountability mechanisms begin to overlap and interact, reinforcing each other, thus creating a complex policy web.

CHAPTER 8: The Context of Outcomes

The purpose of this dissertation was to explore how the everyday work of university teaching is organized by the policy texts targeting accountability in higher education. My intentions were to make visible the larger social relations in which university teachers participate by showing what it is that a university teacher does as part of a Faculty, as a university employee, and how higher education policies influence university teaching work. I further sought to depict and critically explicate how the UUDLEs policy circulated through the "continuous policy cycle" (Bowe, Ball, & Gold, 1992, p., 19) forming a "discursive policy web" (Goldberg, 2005a, p. ii) in which university management, university teachers, and other university stakeholders have become engaged.

In this chapter I return to the theoretical and conceptual frameworks and methodologies that are foundational to this research. Additionally I engage in a fulsome discussion of the research questions posed in chapter one of this dissertation: *How does the UUDLEs policy organize the everyday work of university teaching?; How does the provincial mandate of learning outcomes and degree level expectations shape the everyday teaching work on the ground?; What are the implications of the UUDLEs policy for teaching and learning in a university?*

I have broken this chapter into a number of key areas: I outline and describe how the UUDLEs framework is an orchestrating text as it organizes consent for changes in university teachers' work; I highlight a number of critical tensions that emerged in the ethnography in response to the UUDLEs policy; and I engage in a discussion surrounding the changing work of university teachers. Through these key areas I am enabled to

(re)articulate the major findings presented in the previous chapters and make explicit the linkages between both micro and macro contexts in order to discuss the various ways people interact within them. These existing social relations within university teaching speak to the heart of this ethnography informed by my use of critical theory.

Synthesis of the Research

It is known that the UUDLEs initiative was mandated in order to set in motion a global comparison of degree programs and that underpinning this mandate was the threat of "do this or we'll do it for you". In that sense, university teachers were co-opted as they were required to participate in the authoring of the UUDLEs framework. On the other hand, having spoken with informants who wrote the UUDLEs guidelines, we also know that there is more to the framework than managerial mechanics. As the members of the OCAV sub-committee on UUDLEs worked to write the framework, they talked about improving the quality of teaching within the institution in order to improve the student experience. Unless good teaching is defined as preparing students for the global labour market (which was not a goal advanced by the sub-committee on UUDLEs), this dialogue is inconsistent with Slaughter and Rhoades (2004) theory of academic capitalism which highlights networks linking institutions, including faculty, administrators, academic professionals and students, to the new economy. Despite the original intentions, the significance lies is the way the UUDLEs policy was taken up and transformed into an accountability mechanism through which to evaluate university teachers.

The UUDLEs framework was presented to university teachers as a mechanism to improve teaching quality, the student experience, and to assist in clearer communication of what competencies students would emerge with upon degree completion. I have

argued that this "packaging" and implementation of the UUDLEs policy has brought university management into intentional or unintentional compliance with global and neoliberal agendas. Although university teachers have also complied with the UUDLEs mandate, there was resistance in doing so. There remains a lack of understanding by the informants in this research as they do not fully recognize where and how the UUDLEs policy operates in the university, or across higher education institutions. There are many plausible explanations, but this research has documented a fractured awareness of the institutional landscape, institutional memory, the role of management, and one's position within the policy web. Despite these fractured linkages and understandings, university teachers were participants in the implementation process of the UUDLEs policy. University teachers were required to articulate the UUDLEs framework for their respective unit/department/faculty without the necessary and important knowledge to facilitate this work. They were not consulted or included as a part of the decision-making process, despite the fact that the policy had implications to their teaching work.

This work of articulating the UUDLEs framework then became accountable to the very expectations that they created themselves. Once the UUDLEs Guidelines were added to the UPR process and, more importantly, when the new QAF was devised with UUDLEs (and GDLEs) as a foundational piece, university teachers became implicated and accountable to the very process they themselves participated in – knowingly and unknowingly as evidenced throughout this research.

UUDLEs as an Orchestrating Text

As our knowing shifts from firsthand accounts to knowing in text-mediated ways, organizational process and our own cognition are affected as we participate in the

processes themselves. These organizational processes and, by extension policies, become embedded in our lived world (van Manen, 1997). Hammerness (2006) suggests that in an era of increasing attention to quality assurance and standardization, there exists a complex relationship between maintaining one's own ideals and responding to the demands of accountability. For a number of instructors, engagement with the UUDLEs text has become a routine part of practice, although I cannot confirm that this is true for all university teachers.

A number of terms are used referring to the ways consent is organized. Herman and Chomsky (2002, 1988) refer to the notion of 'manufacturing' consent whereby people in positions of power "...have usurped enormous amounts of political power and reduced popular control over the political system by using the media to generate support, compliance and just plain confusion among the public" (p. 303). James Beaton (1999) identifies the term "organizing concepts" (p. 12) to describe how consent is organized. Mulderrig's (2011) reference to the textual manufacturing of consent has been cited previously in this research. My intention within this section is to look at UUDLEs as an orchestrating text and to position university teachers as active agents taking up the text, or as Winton (2010) has suggested, to recognize the agency of local actors (university teachers) in the "continuous policy cycle" (Bowe, et al, 1992, p. 19).

The UUDLEs' framework has become an agent that has orchestrated the way university teachers speak, the way policy is taken up [and potentially as a lever for opening doors for future policy implementation or policy borrowing as Halpin and Troyna (1998) articulate]. The UUDLEs' framework, however, can only orchestrate university teaching work when taken up by university teachers. One example took place

when the Faculty of Education was preparing to undergo the UPR. In this instance, an ad

hoc committee consisting of individuals with no prior UUDLEs experience (except for

the Recording Secretary/Manager) revisited UUDLEs and recreated the framework by

stripping it of its "subversive tone" (Interview, October 2009).[36] One such approach to

this revision was removing the pre-amble which was articulated by a former Chair of

CTL after having received letters from colleagues within the FOE. The UUDLEs

framework will be taken up more fulsomely by the new Quality Council with the

continued implementation of the new Quality Assurance Framework, through the

development of new courses, through curriculum mapping exercises, or perhaps when

writing syllabi. When the framework is ignored, or "shelved" (Interview, July, 2010) as

some informants stated, it fades from view, as was evidenced in the GDLEs story.

Orchestrating texts, like UUDLEs, attempt to standardize the everyday lifeworld

(van Manen, 1997) of people. This process has the effect of controlling and

disempowering. In this research I have referred to the *marginalization of university*

teachers as one of the many material effects of the discourses that are a consequence of

the UUDLEs policy web. The UUDLEs framework, a text, objectifies teaching through

standardization and further marginalizes university teachers. Standard categories have

been identified and are meant to be taught to as the framework organizes course material

towards specific goals and expectations. Consequently, university teachers begin to think

about their teaching work in the terms it is represented in the UDDLEs. As forms and

frameworks are filled in, such as the Curriculum Mapping Chart, teachers are drawn into

dominant practices of management, having to capture accounts of the teaching work they

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[36]This perceived tone was identified in Chapter Seven by a former Chair of CTL.

do as UUDLEs are articulated for the faculty.[37] These accounts are then what must be taught to and assessed. By assessment I mean both the assessment of student work according to the articulated expectations and learning outcomes as well as through the program review process. Through the review process, however, "The practitioner is left or held responsible for their performance, but not for the judgment as to whether that performance is 'right' or 'appropriate' but rather whether it meets audit criteria" (Ball, 2009, p. 669).

Although *Guidelines for University Undergraduate Degree Level Expectations* was written by the UUDLEs sub-committee of OCAV to be a helpful tool for the creation of one's own UUDLEs framework, it was still up to the individual members of CTL to fill in the blanks. Barthes' (as cited by Vidovich, 2001) refers to this as a "writerly text" (p. 7) because practitioners were invited to co-author the UUDLEs framework, thereby encouraging ownership, despite having to co-author expectations within standardized categories. Moreover, the interpretations by practitioners emphasize the micro agency of the UUDLEs text as university teachers were asked to devise UUDLEs for the Faculty of Education. The choices they made, the language they used, and the expectations used to describe the work that university teachers in a faculty of education do, then became the very outcomes they would be accountable to/for.

What I found of particular interest is that the Academic Framework, PEP and UUDLEs are all orchestrating texts: they inform and coordinate the work that university teachers do. There was a great deal of resistance initially in response to UUDLEs, but

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[37] See the Appendix F for the rubric used in the Faculty of Education's c Consecutive Site Curriculum Mapping workshop that reduces university teaching work done within this Faculty into a checklist of activity, course content, and expectations.

effectually, this process had been done before. The Faculty of Education organizes their work according to what is outlined within the Academic Framework. The PEP, which set out specific expectations by which teacher candidates would be evaluated, is very much in the same vein as establishing criteria that one must teach to. At the end of the 2006-2007 year, the PEP document was reviewed. It was deemed that how Faculty teach their curriculum should be informed by the expectations of this document. This tenet also holds true for Senate approved course outlines. In both instances the Faculty is already teaching to a set of criterion and expectations.

In order for a text to be able to carry a particular meaning in a variety of locations, people who know how to take it up must do so. The members of the sequential CTL committees had little (if any) understanding of the UUDLEs text. Consequently, many sets of understandings were constructed, each according to one's own experiences (e.g. tenured or tenure-stream faculty, secondees, managers). When UUDLEs are applied to teaching work it is also done according to one's own experiences, illustrating the way policy is shaped discursively.

Commensurability of Higher Education – Revisiting the Predominant Discourse

In this research I have identified the *commensurability of higher education outcomes* as the "predominant discourse" (Goldberg, 2005a, p. 76) within the UUDLEs policy web. It is the hub of the web which works to legitimize other discourses circulating within it.

Dr. Richard Van Loon (2007) summed it up when he stated that the current structure of program evaluation in Ontario at both the undergraduate and graduate programs levels "...is out of step with the evolution of quality assurance processes in

postsecondary education around the world" (Van Loon, 2007, p. 8). In this research, I realize how the UUDLEs policy is an evolution of the Bologna Process (which created the European Higher Education Area). The *Bologna Declaration* was signed on June 19th, 1999 by ministers in charge of higher education from 29 European countries. Currently, it unites 47 countries, all of whom are committed to the goals of the European Higher Education Area (EHEA) (http://www.ond.vlaanderen.be/hogeronderwijs/ bologna/about/index.htm). The main goal of the Bologna Process was to create an EHEA that would be based on international cooperation and academic exchange. Underpinning this movement is to attract students and staff from Europe and other parts of the world. This is globalization at work, a major ideology identified in this research. Moreover, the EHEA assists student and staff mobility, prepares students to enter the labour market, and increases access to high-quality higher education (http://www.ond.vlaanderen.be/hogeronderwijs/bologna/ about/index.htm).

Are higher education and the attainment of a university degree becoming so standardized that they will look identical globally? Homogenizing force, flattens. How then will universities be able to compete in the global market? Is institutional differentiation and niche marketing the answer? The Ontario government has already indicated its desire to pursue a policy for an Ontario differentiation framework. A recent report published by HEQCO (Weingarten, Hicks, Jonker, & Liu, 2013) has identified the government's intentions to "…negotiate individual mandate statements with each of Ontario's public postsecondary institutions…" (p. 3). Critically, this movement will become tied to funding as the government will revise funding formulas to focus its resources on what each individual institution "does best" (p. 3). Of interest to this

research is the dichotomy that is presented through a push for standardization to demonstrate quality (the use of standardizing frameworks such as UUDLEs) and the current drive for differentiation of each individual institution.

A member of the OCAV Sub-Committee on UUDLEs provided a context for degree level expectations in which he demonstrated that outcomes based learning is not a new initiative within degree and/or certification programs. "Competency based education is really outcomes based education which is probably based on much more specific, applied, connected to a context and outcomes is much more empowering, enabling, broader for a wider range of post-graduation opportunities" (Interview, July 2010). After presenting a brief overview of educational programs in Ontario, he made the connection between the need for competency based education for certification and accreditation purposes and how this could also be a valuable approach for other degree programs. In an age when universities are competing in global markets for funding and our students are competing for jobs on a global scale, can we communicate with confidence that the graduates of the publicly assisted universities of Ontario are graduating having met degree level expectations? For students, there are many avenues available to navigate through one's degree. Through the OCAV mandate, university teachers are being required to account for multiple pathways.

In Tension with UUDLEs

In this section I identify three critical tensions that emerged throughout the implementation and taking up of the UUDLEs framework in the Faculty of Education at USWO. I pay particular attention to the tensions between those who developed the

framework and those who resisted it, between accountability and academic freedom, and tensions between university teachers and university manager's discourses.

Best Practices or Best Management?

The problem identified in Chapter One was how the UUDLEs policy was implemented in the Faculty of Education at USWO. What emerged were conflicting understandings of the purpose of the UUDLEs framework. In this space I specifically address the apparent tension between the rationale of those who sat on the OCAV Sub-committee on UUDLEs and the understanding (or lack thereof) of university teachers.

UUDLEs as a Tool to Promote Best Practices in University Teaching

Those responsible for writing the UUDLEs policy perceived the framework as an important initiative to improve university teaching quality (which would positively affect student learning or so it is argued). During an interview with a member of the OCAV sub-committee on UUDLEs, he discussed at length what inspired them to write *Guidelines for University Undergraduate Degree Level Expectations* the way they did and with the vigour that they did. He outlined his own discursive approach to education. "For a long time I thought that my own discipline really didn't have a clear sense of direction... But it was only your own devices that got you there and not teachers or instruction helping to guide you" (Interview, July 2010). I am reminded that our experiences continuously shape how it is we come to know, understand, and how we see things. In this instance we see how one's own negative experiences become foundational to the development of the UUDLEs framework. Furthermore, we gain insight as to how UUDLEs may be conceived as a form of best practice in teaching in higher education.

Within the interview he continued in this thread of why he believes that teaching is a critical part of the university experience while also articulating his frustrations of being poorly taught during his time as a law student. One may gleam a deeper understanding of how his own experiences have shaped his contributions to the development of UUDLEs:

> It's a shift towards teaching and learning and a shift, if anything, to learning not teaching...I think you get faculty really focusing on student learning and engagement around learning and activities that support it and making it more fun and making it possible for the students to become the agents of their own learning with the guidance of faculty (Interview, July 2010).

UUDLEs is a policy that requires university teachers to embed the use of outcomes based learning into their teaching. The inclusion of learning outcomes does mark a shift away from a teacher-centred to a student-centred approach to teaching whereas university teachers may be explicit about their goal and intentions of student learning. What is unclear from this statement is how the taking up of degree level expectations into one's course curriculum will lead to student engagement and becoming their own agents of learning.

One of the most interesting arguments for UUDLEs was put forth by a tenured faculty member in another department within USWO. This individual has done a great deal of work in conjunction with the teaching centre at USWO and through this work has extensive background knowledge underpinning the UUDLEs framework. She summarized an example of how she rationalized UUDLEs to her own faculty:

> I was at a cocktail party and met someone who asked me what I did and I said I
> teach and I didn't say where…and he began ranting about he'd hired a [USWO]
> grad who couldn't write worth squat, he just went on about the incompetence of
> university graduates these days and how he was going to fire this person…And at
> that point I kind of thought okay I am not going to tell him I teach at [USWO]
> because I'm embarrassed (Interview, March 2010).

She iterated that it was a negative way of making her point but continued to ask her

colleagues what would embarrass them about the work they do with students. Certainly a

program, and in large part a university, will not continue to be thought of as competitive

or competent in a global or local market if its graduates are recognized as poorly

educated or trained individuals, reinforcing the need for a framework that will require

explicit outcomes before graduation.

This commentary is of particular interest. On the one hand, this informant is

speaking to the need for quality teaching that will assist students to learn and be

competent in the new economy; however, her reference to the market rationalizes the use

of such an accountability framework in terms of a neo-liberal agenda, a major ideology.

A recent study from HEQCO (Hall & Arnold, 2013) specifically acknowledges the lack

of data available regarding graduate student employment outcomes, despite the mandates

and implementation of accountability frameworks.

Another university teacher rationalized UUDLEs in a similar vein to the above

informant:

> I think that there needs to be a sense of when someone graduates this is what we
> know they can do…So to me what if this is what we expect our teachers to do, it

> should be written somewhere and taught to them... So we need to come up with
> what does [USWO] believe? What are we looking for? What makes a good
> teacher a good teacher? (Interview, February 2010).

This quote raises critical questions in terms of what and how we teach. It raises a question of how teaching work is perceived by others. Moreover, this informant is identifying that the UUDLEs policy is not about student learning (as the above quotations suggest) but rather, it is to evaluate university teachers. I have indicated previously in this research that the UUDLEs framework was originally envisaged and presented as a tool to enhance and improve university teaching but that its purpose is changing into a performance evaluation of teachers. Perhaps the purpose isn't changing but is being realized according to a global-neoliberal agenda.

From these interviews, along with others in this research, the intentions behind the UUDLEs policy are clear - UUDLEs are a mechanism by which university teachers must clearly communicate what it is they expect students to learn in their courses and with what competencies students are expected to emerge with upon course and degree completion, regardless of the people/students involved, their strengths or their weaknesses. These understandings were not communicated through the implementation process to those charged with the articulation of the framework in the Faculty of Education at USWO. A critical tension is thus set up between those who see the UUDLEs policy as a positive initiative for university teaching, and university teachers who have a mixed sense of what the framework will look like when put into practice, as well as both positive and negative responses regarding their actual implementation.

Implementing a Standardizing Framework

As identified in Chapter Seven, and also in the above quotations, many approached the task of writing UUDLEs as an administrative task. It appears that no one was treating UUDLEs as a scholarly issue but rather as one in administrivia. In the course of conducting interviews, I found no analytic discussion taking place on university teaching work and yet, for those who developed the UUDLEs guidelines, facilitating and encouraging this kind of dialogue was at the heart of the UUDLEs exercise. Many informants in this research made it very clear that they perceive UUDLEs as nothing more than an accountability exercise that is shifting teaching, curriculum, and student learning even more so towards the global labour market and a neoliberal agenda.

Standardization is both an embraced and rejected movement as evidenced as one member of the Faculty of Education illustrated her vision of UUDLEs:

> ...it reminded me of the cookie cutter, everyone has to be able to do this. I see the need to have standards but I also see the dangers in having standards that are restrictive and that you can have somebody with one perspective who decides these are all our degree level expectations which may not be the same perspective as the people which teach at the faculty (Interview, February 2010).

The fear that all courses will look the same and all teaching will become systematic was an area of discussion in many of the interviews, further reinforcing a discourse of *standardization as a means to assure quality in university teaching*. Narrowing of curriculum was also a recurring theme articulated by many of the informants in this study. One tenured university teacher spoke of this narrowing effect:

> …the thing that anybody with common sense knows is that diversity and
> difference is the strength. That's what makes academics, how do we get new ways
> of thinking about something? If because two things that never came together,
> come together and if we all end up teaching the same way to the same kind of
> instruments, to the same kinds of goals and those kinds of things, we are going to
> end up with very small minded people (Interview, July 2010).

The concern clearly articulated is that through standardizing mechanisms, such as the
UUDLEs framework, one's capacity to create new knowledge is limited and may be
removed completely.

In light of what is currently taking place in the publicly funded universities of
Ontario, one informant expressed his concerns about the narrowing of curriculum in the
K-12 sector of education.

> An awful lot of that looseness has gone missing with these accountability
> measures and with these outcomes based things and evidenced based research and
> decision-making and all that, and so I don't think that any of that has done any
> good for public schools and I think that it if this really is the thin edge of that
> wedge coming into the university environment, whether they're going to squeeze
> all the life out of what we're doing here, then it will be a bad thing (Interview,
> October 2009).

This point stands in clear opposition to the rationale expressed by members of the OCAV
sub-committee on UUDLEs as well as the voices of some university teachers presented
previously. Whereas they conceive of UUDLEs as a positive initiative to improve the

student experience, student learning, and teaching quality, this informant, amongst others, notes the limitations of UUDLEs on teaching and curriculum development.

As suggested in the above quotation some informants fear that the UUDLEs framework is simply a wedge holding the door open for new policy to enter:

> I mean a couple of Faculty Councils ago I pointed out that the group that is responsible for PISA[38], the group that is responsible for student assessment, the group that is strongly involved in the design of it is called ACER[39], an Australian group, and they have now received funding to do AHELO which is a test for universities...people begin to say if we're being ranked this way then we better teach towards that, and what you get is instead of a broad curriculum, you get a narrow curriculum (Interview, July 2010).

As discussed, one of the motivating factors to do UUDLEs in Ontario (in addition to being under threat that it would be done for us) was to avoid the use of NSSE as a means to make explicit processes for ensuring quality. This informant draws additional parallels to international bodies who are investing significant resources in testing/researching the benefits of outcomes and competency based learning. It is evident that both NSSE and the Ontario government were not solely responsible for jumpstarting this process.

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[38]The OECD Programme for International Student Assessment is an international study which aims to evaluate education systems worldwide by testing the skills and knowledge of 15-year-old students in participating countries/economies. The survey, administered every three years, assesses to what extent students near the end of compulsory education have acquired some of the knowledge and skills essential for full participation in societyhttp://www.pisa.oecd.org/pages/0,3417,en_32252351_32235731_1_1_1_1_1,00.html.

[39]The Australian Council for Educational Research is an independent educational research organization that provides learning tools for students, develops and manages a range of testing and assessment services, and conducts research and analysis in the education sector (http://www.acer.edu.au/).

Coupling these research bodies with other existing policies around the globe (e.g. the *Bologna Declaration*) it seems as though this approach to measuring and accounting for teaching quality within the university was carefully devised.

Teaching to targets is commonplace in Europe as well as in Ontario. As has been shown in K-12 schooling, standardizing outcomes reorganizes the ground on which curriculum is developed and taught, shifting curricula towards assessment processes that can be coordinated with any school in any social location in Ontario (Dehli, 2009). A number of problems arise with this model, including a focus on teaching what can be tested, the (de)contextualization of curriculum and the (re)contextualization of pedagogy in managerial terms. Do we wish to replicate this model in higher education?

Academic Freedom

This section will address the emergent tensions between the UUDLEs policy as a means to assure teaching quality and as a threat to academic freedom.

> So there is a tension around what is accountability and what is academic freedom and how do those two coexist in a way that still allows for that kind of expression and individualization within programs? But it answers the call to, particularly I guess in something like a B.Ed., which is a professional certification kind of degree that also needs expectations that are external and completely legitimate (Interview, May 2010).

As I take up this research from the standpoint of university teachers, particularly those in the Faculty of Education at USWO, it is important to address the additional connection between a Faculty of Education as a degree granting body and professional program. Rhoades and Slaughter (2004) suggest that accrediting agencies are placing more

emphasis on quantitative measurements of student performance. "These changing requirements facilitate a range of academic capitalist practices, including increased managerial aggressiveness to achieve service and labor cost 'efficiencies'" (p. 46). In this instance academic freedom, quality assurance, and accountability must somehow continue to interact, regardless of the tensions surrounding them.

During an interview with a senior manager, I gained insight into how it was that Ontario universities responded to the UUDLEs mandate. It was iterated in this interview that if UWSO did not comply with the OCAV mandate there was a possibility that the MTCU might withhold funding or that the provincial government might take action, much like New Brunswick has done, that funding will be contingent upon their level of satisfaction of meeting quality assurance standards (Interview, April 2010).

> You know there's an interesting balance that you have to respect between academic freedom and then colleagues are very preoccupied with that focus whenever you start talking about degree level expectations. And then there is a responsibility that a university has to comply with standards, quality standards, that are collegially agreed upon by the executive heads...I raise that as an important issue because some faculty who are on the far spectrum of saying this is all about academic freedom above all else and want to ignore that framework, they do so at their own perils because we are a public institution so we can't just say I'm going to do whatever I want to do (Interview, April 2010).

Depending on one's understanding of and location within the political economy of higher education, the purposes of quality assurance, and one's own knowledge of accountability frameworks are directly connected to how these effects are experienced. USWO is a

publicly funded institution and thus accountable to its stakeholders. Significantly, this quote substantiates the lack of understanding of informants of where and how the UUDLEs framework operates in the university.

A former VPA acknowledged that the university is not run by the government but by COU. He further recognized the potential dangers of an "interventionist style" (Interview, March 2010) government deciding to implement quality assurance policies without having firsthand accounts of how the university works. "So the same way that I like the fact that it's the engineers that regulate the engineering programs or the doctors regulate the medical program. I don't really want some government bureaucrat doing that" (Interview, March 2010). The threat, in other words was "do this or we'll do it for you", was enough to spur action by COU. These individuals are the executive heads of the university. They, necessarily, see and experience things differently than university teachers.

The current AVPA (at the time of this research) spoke of her work as a former faculty member (prior to promotion to AVPA) and found herself sympathizing with those who are resistant to UUDLEs. She identified that the tension surrounding academic freedom is an important one and becomes even more so when an administrator (one who is removed from university teaching) appears to be infringing upon it with the imposition of policy:

> ...I lean so much to an openness that every once and a while I am taken aback and surprised and reminded that the issue of academic freedom is a much more sensitive issue with some colleagues and pretty important to remember that

because it is so easy for you to use your own sense and your own ethnocentric

point of view of what is acceptable (Interview, April 2010).

The AVPA is cognizant that her approach may be more laid back than others but does

acknowledge her experiences when she was not so cavalier. Perhaps this approach may

have been found more acceptable by university teachers when implementing the policy at

the outset.

Managerialism in Teaching Work

This final tension speaks to issues surrounding the ascension of a managerial

discourse within the academy. There is a need for a critical examination of the academy,

especially as ties to the market deepen and widen the gap between managers and faculty.

Thus the implicit and explicit ties to the market cannot be ignored within the scope of this

research.

Under a managerialist regime (Deem, 1998), universities have been restructured

to meet the needs of market forces. In order to launch and maintain institutions in the new

economy, there is a need to expand the role of managers to liaise the relationship between

university and industry as the forces of entrepreneurialism and leaning towards the

market continue to push (Slaughter & Rhoades, 2004; Talburt, 2005). While university

managers struggle to find ways to meet the ever-changing needs of the university and

alleviate market pressures placed upon them, university teachers are also caught within

this web and must find ways in which they may continue their visible and invisible

teaching work alongside the dominance of the two major ideologies identified in the

UUDLEs policy web: globalization and neoliberalism.

Through their participation in policy making university teachers become agents of a managerial agenda as the UUDLEs policy serves to standardize those whom the text is meant to reflect/assess. According to Clarke and Newman (1997) "The logic of managerialism is that managers are accountable for what they deliver, but not for how they deliver it. It is results, not methods, that count…" (p. 64). Even though course construction may subordinate students' needs and academic freedom as we conform to UUDLEs, our own taking up of the framework gives the illusion of consent in that we choose how it is that we will meet or teach to the expectations.

What has become visible are two competing discourses within the institution: the managerial discourse which pushes in a downward motion and aims to control what happens within the institution, and the university teaching discourse where the demands of students, parents, chairs, deans, university management, and other university stakeholders are met. These discourses are contradictory, however. They serve two different purposes: university teaching is coordinated around building disciplinary knowledge and individual careers while the other is orchestrated by the commensurability and accountability issues that arise in the management of a university in the context of the global trade in education. I argue that UUDLEs assert the primacy of commensurable course outcomes across universities and subordinate the professional, disciplinary knowledge issues of postsecondary education. As such, objectives such as teaching for justice and equity are displaced by "evidence-based" measureable program goals and outcomes.

The UUDLEs text extends the relationship between management and university teachers into the interaction between teacher and student. Even though the UUDLEs

framework is meant to be student-centred (e.g. after completing this degree you will have achieved x, y, and z), this textually-mediated process subordinates student and teacher interests to organizational/arms-length governing bodies (OCAV, OUCQA, for example). This information is useful for communicating to the public, stakeholders, and other consumers of higher education what *happens* in a university or degree program. Furthermore, the information communicated is helpful for the *commensurability of higher education outcomes* which we is at the heart of UUDLEs and exists as the "predominant discourse" (Goldberg, 2005a, p. 76).

What has become evident in this policy implementation process is that academics are being co-opted as a managerial agenda is being pushed. To be clear, in this research the co-optation of faculty is connected to the mandated administrative work regarding the implementation of the UUDLEs policy (rather than faculty members' participation *in* the re-creation of UUDLEs). Clarke and Newman (1997) describe co-option as "…managerial attempts to colonize the terrain of professional discourse, constructing articulations between professional concerns and languages and those of management" (p. 76). These authors identify increasing shifts from the pursuit of efficiency to a concern with standards of service, excellence, and continuous quality improvement. Moreover, they suggest that quality is a mechanism for "disciplining professional autonomy" (p. 76). University teachers were required to articulate the UUDLEs framework on behalf of their Faculty. This articulation was done by CTL in the Faculty of Education. The committee was then required to present the framework to Faculty Council as if it were their own, before submitting it to the AVPAs office with an accompanying report articulating their

process of implementation. This process was not organic, although, the means by which

members of CTL were required to take up the framework would suggest otherwise.

Changing the Lifeworld of Teaching (and Learning)

Critical theory is concerned with how things could be otherwise (Bronner, 2011).

I use critical theory as my theoretical lens through which I seek to make visible the

operations of power within a university structure as they affect university teaching work.

My goal in this research has been to illuminate how the work of university teachers is

shaped by institutional policy processes and power by tracing, ethnographically, the

formulation and implementation of the UUDLEs policy. My focus became to delineate

how three consecutive curriculum committees grappled with the actual writing of

UUDLEs and what this work looked like. This work was done by university teachers for

university teaching according to their own experiences. In this research, critical theory is

used to make visible the hidden assumptions[40] and forms of social practice with which

university teaching is done (Bronner, 2011; Nielsen, 1992). This is noteworthy because

critical theory has become a means to free one from one's own false consciousness

(Pollock & Cox, 1991; Rexhepi & Torres, 2011).

The *marginalization of university teachers* is a consequence of the UUDLEs

policy web. This specifically refers to how university teachers participation in academic

governance and re-creation of the UUDLEs policy and its concomitance with the *ascent*

of managerialism within the university. Part of my task as an ethnographer was to

discover not only how ideas carried in texts affect people's lives, but to further

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[40]Such as those in a Faculty of Education should know and take a leadership role on
campus surrounding issues, policies, best practices. that relate to issues in higher
education.

understand that people *participate* in discursive activity. The way in which the UUDLEs framework was taken up was entirely dependent upon the individual members of the sequential curriculum committees. These people did the work of articulating UUDLEs and this work was done according to their own sets of experiences, disciplines, and pedagogical approaches. This work orchestrates and shapes the work of teaching within the faculty as all teaching will be done according to the expectations articulated by these individuals through the UUDLEs text.

The implications of this work are identified by this impassioned voice in the following citation:

> It has implications for governance…but this process has really shown me that that is a bit of a myth because when there is certain urgency, when the institution has signed off on things, we have to jump. Also the fantasy of these organic kind of, you know how they imposed it upon us and how they wanted us to say to that it was an organic, grassroots kind of thing, that it emanated from the bottom up, when in actual fact it was from the top down...and what does it mean in terms of or what could it mean in terms of my teaching as a professor? Well it could mean the standardization of outcomes so that the courses that we teach, they all have to move towards a common end, a recognizable common end, and what does that standardization do to academic freedom? What does that standardization do to the quality, or how I define quality, of education?...It could be a very powerful document, all the more so that we created ourselves (Interview, October 2009).

This citation is paramount to my own understanding of how the UUDLEs policy may have the potential to transform teaching work from the standpoint of university teachers.

This quote speaks to many critical issues and asks many questions that are foundational to this research. Essentially, central administration asked that every Faculty/department/unit take responsibility for their UUDLEs. Even though this framework was an initiative that was brought to the universities through OCAV and OCGS (in the case of GDLEs), when the faculties themselves were required to detail how the work was done in the framework itself, this then makes the individual faculties accountable to what it is that they have written. This was not a self-imposed policy but one that was mandated from above. Moreover, it is a policy that may have the potential to enhance and improve the quality of university teaching, but the way in which it was implemented from above, may have stripped that possibility as numerous tensions arose.

The UUDLEs policy is an example of an accountability framework. It is not concretely embedded in the work of university teaching, yet it has been firmly established as a policy that must be adhered to, particularly as university programmes are reviewed and audited and as the UUDLEs guidelines are now clearly articulated in audit guidelines. What is significant in this new process of university reviews is that UUDLEs and GDLEs are foundational to both the IQAP and QAF. This process is unlike UPRACs revised procedures to include UUDLEs (and not GDLEs) as an addendum. Embedding UUDLEs and GDLEs into the new review process will transform how the work of teaching will be evaluated. What is more critical to this process was how the UUDLEs policy has been reinforced by other multiple accountability and quality mechanisms such as the new review process through the Quality Council.

As these policies have become enmeshed and entangled with/within each other, it becomes increasingly more difficult to unravel and uncover from where they emerged.

The challenge to uncover UUDLEs was evidenced by the 2006-2007 curriculum committee as one member endeavoured to trace UUDLEs to their origin but was unsuccessful in doing so. The search was an experience in futility as the process seemed to be "circular" (Interview, October 2009). Every web page would lead back unto itself. A poignant example of the interweaving of policy is with the Multi-Year Accountability Agreement. Although UUDLEs is not directly implicated in these agreements, ONTransfer was explicitly included in 2010 (this was described in Chapter Five). This has relevance to the UUDLEs policy as ONTransfer is another accountability mechanism to measure the competencies that graduates of postsecondary education institutions have acquired (however long they have been in a program). UUDLEs facilitates this process whereby university teachers are required to articulate these very competencies, at both course and program level, through the use of outcomes based learning. As previously stated the UUDLEs policy was developed to help facilitate "…global comparison on Ontario university qualifications with other institutions of higher learning for purposes of *credit transfer*, *assessment of graduate study preparation* and *professional qualification* and *determination of academic equivalencies*" (Senate Committee on Curriculum and Academic Standards, 2008, p. 3, my emphasis). These goals are consistent with ONCATs credit transfer policy.

Power Dynamics

Power dynamics is also a recurring issue throughout this research. Clarke and Newman (1997) introduce the notion of organizational regimes to explore the underlying structures of specific modes of organization. Furthermore, they identify a number of dimensions of power associated with organizational regimes. Numerous shifts in balance

are visible in how the work of writing UUDLEs was downloaded from managers, onto those individuals within the units or those who sat on curriculum committees. Another shift was observable in how the work of establishing an agenda was done and who had final say before going to the committee. Agenda setting power is the prerogative of people in particular positions of power (e.g. committee chairs, Deans) within different levels of the institution. Decisions are made that address the framework of organizational objectives (Clarke & Newman, 1997).

A number of discussions and processes of decision making were presented as they related to the articulation and implementation of the UUDLEs framework, for example, in the attempting to map a colleague's teaching work during a CTL meeting, or in deciding whose voice should or should not be included in the writing of a pre-amble when colleagues letters were solicited after a heated Faculty Council debate on whether or not the Faculty of Education should comply with the UUDLEs mandate. Clarke and Newman (1997) suggest that power occurs in many forms and that it underpins "…the ways in which decisions are framed through the logics and legitimating frameworks of different forms of knowledge" (p. xiii). An example of how one's position of influence was used in the implementation of UUDLEs into USWO was when the former AVPA rallied a number of votes in favour of UUDLEs from colleagues on the Senate Curriculum Committee and invited them to sit in on sessions of the *School for Academic Administrators*. The UUDLEs policy was presented to Senate as a Senate Curriculum Committee requirement for the Undergraduate Program Review process because select members of the Senate Curriculum Committee had already been swayed to support this motion. This process was not collegial but rather a political tactic.

These power relations serve as influential orchestrating agents in understanding how things work within the Faculty of Education, how a committee is formed, how the work within it is orchestrated, how it is that one sits as Chair/vice-Chair/ex-officio, how the work of responding to a mandate is taken up, and how it is taken to Faculty Council. We also see how one person who holds numerous positions of power simultaneously (e.g. Executive Director of OCGS, OCAV Executive, Chair of UPRAC, PEQAB Board Member) was ultimately responsible for orchestrating the mobility of qualifications frameworks into Canada and specifically Ontario with UUDLEs and GDLEs. I return to a point made in Chapter Seven where I question whether it is or how it is possible that one might make sense of their own professional obligations when there are so many invisible relationships and discourses interacting – all of which lay outside one's purview.

Quiet Compliance

The story I have told throughout this dissertation has a theme of quiet compliance whereby some university teachers in the Faculty of Education agreed or endorsed the implementation of the UUDLEs policy, and become the first faculty in USWO to submit the document to the AVPA. Of note, not all teachers were involved in writing their iteration of UUDLEs. Consequently, their voices may or may not have been heard and yet, they were still required to comply with the policy. Many individuals of the sequential curriculum committees did not even know what UUDLEs were as they were doing the work of writing them. Not all university teachers were present at Faculty Council where voting on UUDLEs took place (and as articulated in Chapter Seven there was more than one vote on UUDLEs as there were multiple iterations, although some of these iterations

consisted only of minor additions and edits). Therefore, these people were not conscious

of the policy web despite the fact that were participants in it.

This policy ultimately informs how their teaching work in a Faculty will be

reviewed and evaluated. Rhoades and Slaughter (2004) assert that strategic decisions

made by university managers, including those relevant to curriculum development and

delivery, are driven by the new economy and are made "…outside the purview of shared

governance" (p. 47). Moreover,

> Evaluation of decision-making processes then affect the citizen's overall
>
> assessment of the institution hosting the decision process, and also his or her
>
> willingness to accepted decisions issued by the institution. If citizens judge
>
> decision processes to be unfair and the decision institution to be less legitimate,
>
> they may see fit to contest, or simply attempt to circumvent or evade decisions
>
> (Grimes, 2006, p. 286).

What has been demonstrated through informant narratives was compliance with a

manager-mandated policy, albeit with some resistance, but an ultimate lack of

legitimation in the process of utilizing and up-take of the policy in the classroom. The

policy is perceived by university teachers as an evaluation tool and a framework to be re-

visited upon program review. Newson (1994) identifies that documentary-based decision-

making controlled by university managers (as has been described through this research)

replaces the processes involving senates, faculty councils, and departments. This shift

contributes to the *marginalization of university teachers*. Newson and Buchbinder (1988)

state that marginalization is a circular and accelerating process in that the more university

teachers are marginalized and excluded from decision-making processes and procedures,

the less they are able to resist changes and the more marginalized they become. Rhoades and Slaughter (2004) call for the "republicizing" (p. 57) of the university whereby institutional-decision making about academic programs be reprioritized.

Burden of Responsibility

The notion that people in education may or may not have a larger responsibility within the university to be sharing knowledge on this type of work (writing syllabi, stating course objectives, developing curriculum) was a discussion that I engaged in many times across this research. What responsibilities university teachers have to be communicating or educating others within the university on UUDLEs? One informant questioned what role the Faculty of Education should have played in attaching meaning to UUDLEs:

> So there's that whole dynamic and how the governance piece and gaps in the governance piece impacts. How this manages to get through the university...it just so happens that I finished an accountability paper and the light bulb had gone on and we have this animated discussion. But had that not happened, this Faculty of Education, the one place in the university that should have been voicing an analysis of this would have been silent (Interview, October 2009).

So what role should the Faculty of Education have played? Should they have led other university teachers across campus in pan-university resistance? Should they have been doing informative workshops rather than the university teaching centre? There is an underlying assumption that people in faculties of education are well versed in all aspects of education work. It is a fact, as evidenced through participant narratives, that few faculty members in Education had ideas about what to do with UUDLEs, but not one

informant knew how to speak to the issue of being a leader or having an informed voice in the institution as it pertained to UUDLEs. Moreover, select members of the Faculty of Education undid the work of other faculty members who were resistant to the policy and crafted the document to reflect this resistance. How does this fit into university leadership? How does this affect the relationship between university management and university employees?

We are mapping our students to UUDLEs as it was university teachers who were charged with the task of articulating them. The next step was curriculum mapping which was to make visible where potential gaps or overlapping of curriculum exists. Does the onus of responsibility then lie on our shoulders to fill in the gaps or to narrow the scope of the program? What about electives – specifically and more problematically, electives from other departments or universities? These courses do not necessarily meet the requirements of UUDLEs as articulated by originating faculty/department or program. How then will their participation in an elective affect the outcomes of their degree? If the meeting of Faculty-articulated degree level expectations are to be assessed in accordance with the Quality Assurance Framework (the new review process), I am further curious how these expectations may be assessed knowing the multiple pathways available for student learning.

Who, ultimately, is responsible for student achievement and student outcomes in the labour market? The universities may be able to produce qualified workers and producers of knowledge but they cannot create jobs for them. The work done by university teachers is subject to pressure from the global market place. Axelrod (1990) offers that university teachers will have to address the relevance of the curriculum they

deliver to the needs of the labour market by attempting "…to make university officials and policy makers understand that higher education is neither capable of rescuing economies nor of accurately anticipating long term labour force demands – a challenge that has, to date, confounded business and government themselves" (pp. 12-13). Additionally, it raises the issue of - to who are the universities accountable? If PEQAB is a commission of the provincial government of Ontario, are the accountability frameworks being put in place to assure quality to the government or to the public?

Conclusion

In this chapter I have revisited the theoretical and conceptual frameworks and that underpin this research. Herein I have engaged in a discussion of the research questions posed in Chapter One of this dissertation. Using ethnography as informed by critical theory I have articulated a number of the major implications of the UUDLEs policy for teaching and learning in a university. I have engaged in a discussion of the UUDLEs policy as an orchestrating text for university teacher's visible and invisible work and presented a number of major tensions that emerged throughout the ethnography. Additionally, I engaged in a discussion surrounding the changing and unchanging work of university teachers in the Faculty of Education at USWO.

In the last chapter, recommendations are made regarding policy implementation and governance within the institution. I conclude the chapter, and the dissertation, with a discussion of future sites research and remaining unanswered questions.

CHAPTER 9: Decolonizing UUDLEs

I have actively sought to make the people and the everyday activities of people within this research visible. I conclude this dissertation with inflections from the informants who provided insights into their everyday lifeworld (van Manen, 1997). The ways in which my informants engaged and activated the UUDLEs text was powerful, and had this work been taken up by other people in another faculty, university, province, country, or time, this UUDLEs policy story might look and sound different. Potentially, the UUDLEs policy web would have been woven from a different set of discourses, predominant and otherwise and different major ideologies. The discourses and major ideologies (described in Chapter Four) shaped how this policy was taken up on the ground. The vantage point from my work as a university teacher has offered me unique insights that I have articulated throughout the presentation of this research.

Distilling the Policy Cycle

Here is what we know. We know that this kind of standardizing accountability framework has been in existence for a number of years in K-12 education and internationally in higher education (for example, EHEA, the Bologna Accord). It is from these frameworks (*the context of influence*) that PEQAB (in particular) drew, to devise the first set of *Degree Level Standards* for Ontario in 2002. A number of stories emerge at this point. The first was the development of a pan-Canadian framework and the second, the submission of the *Degree Level Standards* framework to COU, ultimately leading to the development of the Quality Assurance Framework (QAF). This second story is where I focus my attention in this research. From COU, the *Degree Level Standards* framework was passed onto OCGS and OCAV who in turn wrote their own frameworks,

simultaneously rejecting the term *standards* for *expectations* (my emphasis). This context

is the *context of policy text production* (Bowe, et al, 1992). UUDLEs and GDLEs were

developed and then implemented into the publicly assisted universities of Ontario. At the

behest of the VPA and AVPA at UWSO, individual faculties/departments/units wrote

their own iteration of UUDLES. GDLEs had already been articulated by the Faculty of

Graduate studies and "shelved" (Interview, July, 2010) until such time that the review

process was restructured. I focus on the Committee on Curriculum, Teaching, and

Learning in the Faculty of Education at USWO who was charged with the writing of

UUDLEs for the entire faculty. Their work circulated the policy into the *context of*

practice within the policy cycle (Bowe, et al, 1992). Beyond the writing phase of the

framework, few knew or understood what to do with UUDLEs which has implications

and consequences to teaching and learning in higher education as will be expressed

throughout this chapter. The text was revisited when a curriculum mapping workshop

was held to determine what courses should teach what content to match the UUDLES.

In tracing the UUDLEs framework through the policy cycle, we see how it is

taken up by people in many ways, and in many contexts. Different readers have different

understandings as their own lived experiences shape the ways in which they read the text:

secondees; university teachers with previous K-12 teaching experience; tenured/tenure-

stream (e.g. CTLs membership is composed of a majority of seconded faculty); and new

committee chairs. Consequently, a number of tensions exist.

Significance of Study

University Undergraduate Degree Level Expectations (UUDLEs) was a province

wide initiative to coordinate higher education institutions in the Province of Ontario as

commensurable with other institutions in both national and international contexts. The UUDLEs categories were loosely based on the principles of Outcomes Based Learning (OBL) and embedded in the neo-liberal educational rhetoric of academic excellence as well as the rhetoric of being competitive in the global education market place. This research reveals conflicting perspectives on Outcomes Based Learning in the postsecondary education context, tensions surrounding possible changes to university teaching work and the purpose of the UUDLEs policy, and a lack of understanding by informants of where and how this policy operates within the university (locally, nationally, and internationally).

In framing the UUDLEs policy as an accountability framework and tracing it through the "continuous policy cycle" (Bowe, Ball & Gold, 1992, p. 19), this research described the taking up and articulation of the UUDLEs policy in the Faculty of Education, at USWO. This ethnography introduced the UUDLEs text and explicated how it was developed, disseminated, and implemented across the university. The findings show how the form was taken up by people who are positioned differently within university governance: the OCAV sub-committee on UUDLEs, and the members of the sequential Committee on Curriculum, Teaching, and Learning for example. The research demonstrates how the articulated faculty-wide degree level expectations can (re)organize teaching and teaching related work according to the UUDLEs framework. This is significant because the organization of accountability has not only become a means for university management and arms-length governing bodies (see figures 5.1, 5.2, 6.1, 6.2, 7.1) to manage university teaching, but that the teachers are accountable to the expectations that they, themselves, created. The ethnographic findings illustrate that

members of CTL created the very framework against which the Faculty of Education will be evaluated in program reviews. Moreover, they participated in a process that will shape academic freedom in the regards to their teaching. This research shows that through this process, faculty have been co-opted into creating a mechanism which has the potential to undermine their own professional autonomy over their teaching work.

My intention in this research has been to raise the consciousness of university teachers and university managers by making visible the transformative effects of policy and discourse in their everyday life. The research findings show that there are a number of discourses operating within the UUDLEs policy web: the *standardization as a means to assure quality in university teaching*; *the ascent of a managerial discourse*; and then identify the material effects that connect to the discursive web in a discussion of the *marginalization of university teachers*. Within the UUDLEs policy web, the *commensurability of higher education outcomes* has emerged as the "predominant discourse" (Goldberg, 2005a, p. ii). These discourses are infused and legitimated by neoliberalism and globalization ideologies. These ideologies link higher education policy to international and national educational interests (e.g. the Bologna Process, outcomes based learning, UUDLEs, and other accountability frameworks) as an investment in the new economy, and as a means to compete in the global marketplace. Consequently, postsecondary education is shifting from a public good/knowledge regime that values knowledge as a public good, honours academic freedom, and follows a process of discovery leading to new knowledge - to that of an academic capitalist knowledge regime that values knowledge privatization and through which meeting market and economy demands are prioritized over those of the public (Slaughter & Rhoades, 2004).

This research shows that university teaching work can be shaped by the governance of the institution, as well as the governance structures and policies embedded within postsecondary institutions. The findings illustrate how a text is shaped and (re)shaped as it changes hands, from one curriculum committee to the next and from curriculum committee to university management and from university management to external governing bodies. The external bodies referred specifically to in this research are the bodies responsible for university programme review. This is a critical element that was teased out in this document as it further demonstrates how university teachers, in the development of UUDLEs, became unknowingly implicated in the process of implementing the UUDLEs policy. This writing process is significant because the idea to create a framework came from outside of the university, and did not emerge from those who do teaching work. At such point it was brought into USWO where individual Faculties, departments, and/or units were required to articulate the specific expectations for the program.

Limitations

My research is bounded by time and space. I followed this one higher education policy through a policy cycle but, in so doing, recognized that the process began before I commenced data collection, and is on-going, despite my cessation of this project.

Accessing information was a limitation in this study. Unless a document was made publicly available or was given to me through participant engagement, I was unable to gather documents that may (or may not) have been insightful and informative to my data collection. Without the ability to engage with the text, I cannot make an informed decision about its potential relevance to my work. In my research I did not have access to

faculty listservs or programs such as 'Sharepoint' where critical documents are often stored. Further, I did not gain access to the document that depicted the curriculum mapping work done for all undergraduate courses in the Faculty of Education.

Another limitation of this research is that the data collected via participant interview heavily relied upon their ability to recall specific experiences such as Faculty meetings, committee meetings, conversations with others, and moreover, their own role within these spaces. A number of participants indicated that they had some trouble recalling some specifics but would tell me what they could. The narratives presented through this dissertation are a reflection of 'remembered' stories and experiences.

A third limitation is that this ethnography is bound both by time and space. I commenced participant interviews in July 2009 and completed my last in September 2010. The narratives in this ethnographic account are limited to the data I collected during my dissertation research. I engaged in 21 interviews with 18 participants. The policy process that I describe within this location may have occurred differently in other faculties or departments across the same university and in other universities in Ontario. Where possible I have extended my account of what happened at USWO (and in Ontario) through continued reading of texts and fieldwork, however, I recognize that the "continuous policy cycle" (Bowe, Ball, & Gold, 1992, p. 19) I am describing in this research is ongoing. As such what is reflected in this project is limited to the collected data during this specific time and in this place.

The Context for Political Strategy

The *Context of Political Strategy* is concerned with identifying strategies to challenge the inequalities (Vidovich, 2007) identified in this research as they exist within

the Faculty of Education and beyond in USWO. I am entering into Michelle Goldberg's (2005a) third phase of CPDA which is a Proposal for Social Change.

As Grams and Christ (1992) have articulated, to critique an issue, one must examine it by placing it within its historical and social context:

The desired goal is illumination, which emerges from reflection and understanding and which transforms the past into conscious action toward the future …The knowledge derived from critical social theory inquiry has the potential to empower human beings to transcend the constraints imposed by society; it makes possible the creation of something different for the future from the past" (Grams & Christ, 1992, p. 97).

Through this critique of higher education policy, the UUDLEs policy process, and its consequences, I advocate for changes to the ways in which we talk about and engage in teaching and learning as well as policy/decision making on teaching and learning in higher education. This research invites those involved to look at their own work introspectively and further that this reflection will enable participants to become agents of change within a managerialist regime (Deem, 1998).

Employing a critical theoretical framework assists in challenging the status-quo within university policy implementation processes, as well as making visible the embedded operations of power within the university structure (Madison, 2012). In the space below I pose some thoughts, reflections, and recommendations to challenge the status quo and free university teachers from their hidden consciousness (Pollock & Cox, 1991).

Grams and Christ (1992) offer three shifts of power which I identify as critical to addressing the tensions and resistance in response to the implementation of new policy. The first is to shift the focus from the power of the policy to the power of the process. This enables emphasis to be on what university teaching is (and should or could be) rather than on how the work is done. Shifting from the power of prescription to the power of letting go will facilitate personal and professional development as well as consensus building. The third power shift offered by Grams and Christ (1992) is a movement away from the power of division toward the power of the whole. I suggest that in the case of the UUDLEs policy, had those who completed this work been informed of the aims and processes of the policy, had institutional memory been maintained, and had it been a collegial process, a power shift from "command power toward shared power" (Grams & Christ, 1992, p. 102) would have been observed. As Karen Hammerness (2006) writes:

> …in communities of teachers, vision is a socially transmitted attribute. Teachers working closely together influence one another's teaching quality in a variety of ways…Teachers with powerful visions of the possible and the desirable can imbue their colleagues with such ideals, thereby influencing the kind of school context that makes a real difference… (pp. ix-x).

The ways in which university teachers talk about teaching, reflect on their teaching, value teaching, participate in professional development related to teaching are what can shape and (re)shape a common vision.

Sites of Future Research

I have presented numerous other examples of accountability mechanisms within this dissertation – for example, MYAAs, and KPIs. UUDLEs fits into this mould as it is a

mechanism for management to monitor teaching within the academy. While improved

pedagogical practice is a positive initiative, the UUDLEs policy is not simply about

transparent pedagogies. As I moved through the research process, it became clear that I

would not learn how UUDLEs have transformed or changed teaching. This limitation is

due to the limited time spent in the field preventing a fuller understanding of how degree

level expectations altered and affected the teaching practice of university teachers. I

further question whether an accurate measurement of one's work as a university teacher

is possible. It is abundantly evident that the UUDLEs framework has the great *potential*

to change teaching. I highlight the word 'potential' however, as I do not take for granted

that all university teachers will use or are using the UUDLEs framework in their teaching

work.

I followed the UUDLEs policy through the continuous policy cycle with a

particular focus on the context of influence, context of text production, and context of

practice. Being bound by time and space my observations of the context of outcomes was

limited (Ball, 1994). This context will become observable as the Faculty of Education at

USWO prepares for its next cyclical review. At such time the program review will be

according to the new Quality Council review procedures as outlined in the Quality

Assurance Framework. The most obvious future project for me to embark upon would be

to (re)visit this work when the Faculty of Education at USWO undergoes their next

programme review at which point the Ontario University Council on Quality Assurance

will be in full operation and the program review will be done according to the new

policies and procedures. I am especially curious to see how UUDLEs and GDLEs will be

assessed, and moreover, to observe how the context of practice may have changed or not

changed. These changes, or lack thereof, will be difficult to observe and capture. At this point in time I will have a much clearer understanding of how the work of university teaching has transformed according to the implementation of degree level expectations. I am further interested to investigate how curriculum and curriculum development has changed along with the evaluation of a program's success. This aspect fell outside the scope of this current exploration.

As this research comes to fruition I am curious to take it up from alternative standpoints. It remains unclear to me how this research may have unfolded from the standpoint of managers. I am particularly interested to gain a fuller account of those who are considered primarily responsible for introducing graduate and undergraduate degree level expectations to Ontario and further, to Canada through the development of a pan-Canadian framework. In moving through this research project, I often found that rarely were the actual everyday experiences of managers explored.

What remains unclear at this point in the research are how degree level expectations will be assessed by those who conduct the Quality Council's review process according to the Quality Assurance Framework, and what repercussions (if any) will there be if a unit is not teaching or reaching their articulated outcomes. With UUDLEs and GDLEs, faculties and departments can now articulate what their intentions are and through curriculum mapping, whether or not they are teaching to those outcomes, but how will it be clear that students are in fact learning what we, as teachers, are intending for them to learn? In Europe, they have moved towards the defining of learning outcomes through something called the *Tuning Process* - a set of structures with an emphasis on the subject area level and content of studies. The *Tuning Process* has developed a

methodology and a common language which is meant to serve as a common basis, and make possible the development of an overarching European framework of qualifications (http://www. unideusto.org/tuningeu/what-is-tuning/aims-and-objectives.html). The Organisation for Economic Co-Operation and Development (OECD) is currently completing an initiative to assess the feasibility of an Assessment of Higher Education Learning Outcomes (AHELO). AHELO is a test that will provide data on the quality of learning and its relevance to the labour market. Additionally, it will maintain a clear focus on teaching and learning and will identify a wide range of factors influencing higher education (http://www.oecd.org/dataoecd/37/49/ 45755875.pdf). The tests results are to be compared internationally. At the end of this year, the results of the feasibility study will be reviewed and decisions regarding the implementation of AHELO will be made by OECD member countries. As Canada is a member of the OECD (and as I have learned repeatedly throughout this research), coupled with the drive to stay globally competitive and fall *in-step* with Europe and other countries around the world, a fruitful place of investigation would be to follow AHELO as it filters into Canadian higher education.

Conclusion

Until such time that degree level expectations (as now both UUDLEs and GDLEs are a part of the review procedures) become a part of the everyday teaching work in the university, the UUDLEs policy becomes static within "continuous policy cycle" (Bowe, Ball, & Gold, 1992). It remains unclear how the UUDLEs policy may affect teaching work across university campuses. What is clear, however, is that the UUDLEs policy has not fully travelled through the "continuous policy cycle" (Bowe, Ball, & Gold, 1992, p.

19) but rather it remains within the context of practice. Only when the Faculty of Education at USWO undergoes their next program review according to the Quality Assurance Framework will the policy have rotated through the entire cycle into policy outcomes.

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APPENDICES

Appendix A: Letter of Request

<u>**Letter of Request**</u>

Dear Dr.,

      I am writing you in request that I may interview you as a part of the completion of my dissertation work. I would like to learn about your work and experiences as both a professor in the Faculty of Education at York University and as a former member of the curriculum committee.

      For this study, I will be engaging in Dorothy E. Smith's Institutional Ethnography (Smith, Smith, 1990a; 1990b; 1996; 1999; 2002; 2005; 2006)as my method of inquiry. This method seeks to uncover the ruling relations of people's everyday actualities in order to develop an understanding of 'how' the work done and 'how' it is coordinated within their every experience. This institutional ethnography will explore how the everyday work of university teaching is organized by the complex of relations targeting accountability and efficiency in higher education. The drive for greater accountability and transparency in Ontario postsecondary education is evident with the implementation of UUDLEs. This exercise, mandated by the Ontario Council of Academic Vice-Presidents (OCAV), requires the articulation of program goals and learning outcomes for every undergraduate degree offered by Ontario universities. To coordinate UUDLEs with courses, they must be taken up by professors in course development, curriculum planning and evaluation of students learning.

      Your participation in the study is completely voluntary and you may choose to stop participating at any time. Your decision not to volunteer will not influence the nature of your relationship with York University either now, or in the future. You can stop participating in the study at any time, for any reason, if you so decide. In the event you withdraw from the study, all associated data collected will be immediately destroyed.

      This research is not an evaluation of your job nor is it of particular policies. Complete anonymity will be provided. All names, titles, positions, and other identifiers will be stripped from the data. Data will not be analyzed against positions.

      If you have questions about the research in general or about your role in the study, please feel free to contact me either by telephone at (416) 417-0260, or by e-mail (mandy_frake-mistak@edu.yorku.ca). You may also contact my supervisor, Dr. Theresa Shanahan by telephone at (416)736-2100, ext. 31984 or by e-mail (tshanahan@edu.yorku.ca). This research has been reviewed and approved by the Human Participants Review Sub-Committee; York University's Ethics Review Board and conforms to the standards of the Canadian Tri-Council Research Ethics guidelines. If you have any questions about this process or about your rights as a participant in the study, please contact Ms. Alison Collins-Mrakas, Manager, Research Ethics, 309 York Lanes, York University (telephone 416-736-5914 or e-mail acollins@yorku.ca).

      Thank you for your time and consideration of my request.

Sincerely,
Mandy Frake-Mistak, PhD(c)

Appendix B: Informed Consent Form

Informed Consent Form

Study Name: 'UUDLEs of Accountability'
Primary Investigator: Mandy Frake-Mistak
Graduate Student in Education
416-417-0260

Purpose of the Research: For this study, I will be engaging in Dorothy E. Smith's Institutional Ethnography (Smith, Smith, 1990a; 1990b; 1996; 1999; 2002; 2005; 2006)as my method of inquiry. This method seeks to uncover the ruling relations of people's everyday actualities in order to develop an understanding of 'how' the work done and 'how' it is coordinated within their every experience. This institutional ethnography will explore how the everyday work of university teaching is organized by the complex of relations targeting accountability and efficiency in higher education. The drive for greater accountability and transparency in Ontario postsecondary education is evident with the implementation of UUDLEs. This exercise, mandated by the Ontario Council of Academic Vice-Presidents (OCAV), requires the articulation of program goals and learning outcomes for every undergraduate degree offered by Ontario universities. To coordinate UUDLEs with courses, they must be taken up by professors in course development, curriculum planning and evaluation of students learning.

What You Will Be Asked to Do in the Research: You will be asked to participate in an interview with the researcher. The interview process is to engage in an open-ended dialogue concerning your work and experiences as a professor and/or administrator at York University. The interview will last approximately one hour and will be tape recorded.

Risks and Discomforts: I do not foresee any risks or discomfort from your participation in the research. This research is not an evaluation of participants or of particular policies. There are no risks for job evaluation. Complete anonymity will be provided to all participants. All names, titles, positions, and other identifiers will be stripped from the data. Nothing will be attributed to a particular participant. Data will not be analyzed against positions.

Benefits of the Research and Benefits to You: The potential benefits to you as the research participant may include developing deeper insights into the work that you do as a university professor/administrator – in particularly, the work that you do and how this shapes your experiences within the institution. Through this process you may engage in a reflective practice as the opportunity to discuss and divulge information to the researcher is presented.

Voluntary Participation: Your participation in the study is completely voluntary and you may choose to stop participating at any time. Your decision not to volunteer will not influence the nature of your relationship with York University either now, or in the future.

Withdrawal from the Study: You can stop participating in the study at any time, for any reason, if you so decide. Your decision to stop participating, or to refuse to answer particular questions, will not affect your relationship with the researchers, York University, or any other group associated with this project. In the event you withdraw from the study, all associated data collected will be immediately destroyed.

Confidentiality: All information you supply during the research will be held in confidence and your name will not appear in any report or publication of the research for this study. The data from this interview will be safely stored in a locked filing cabinet and I will be the sole person with access. Data will be stored for the duration of my dissertation after which point it will be destroyed. Confidentiality will be provided to the fullest extent possible by law. This data will be used for the purposes of my doctoral dissertation work, conference papers, and possible publication of journal articles.

Questions About the Research? If you have questions about the research in general or about your role in the study, please feel free to contact Mandy Frake-Mistak either by telephone at (416) 417-0260, or by e-mail (mandy_frake@edu.yorku.ca). You may also contact my supervisor, Dr. Theresa Shanahan by telephone at (416)736-2100, ext. 31984 or by e-mail (tshanahan@edu.yorku.ca). This research has been reviewed and approved by the Human Participants Review Sub-Committee; York University's Ethics Review Board and conforms to the standards of the Canadian Tri-Council Research Ethics guidelines. If you have any questions about this process or about your rights as a participant in the study, please contact Ms. Alison Collins-Mrakas, Manager, Research Ethics, 309 York Lanes, York University (telephone 416-736-5914 or e-mail acollins@yorku.ca).

Legal Rights and Signatures:

I _____, consent to participate in this study conducted by Mandy Frake-Mistak. I have understood the nature of this project and wish to participate. I am not waiving any of my legal rights by signing this form. My signature below indicates my consent.

Signature_____   **Date_____**
Participant

Signature_____   **Date_____**
Principal Investigator

Appendix C:Interrogating a Policy Process: Menu of Questions (adapted from

Vidovich, 2007, 2001)

Context of Influence: *What struggles are occurring to influence the policy?*
- Are global/international influences evident?
- How are global/international influences operating?
- What are the prevailing ideological, economic and political conditions?
- What other interest groups are attempting to influence policy?
- Over what time period did the context of influence evolve before the policy was constructed?

Context of policy text production: *What struggles are occurring in the production of the policy text?*
- Why is the policy text produced at a particular place and time?
- When did the construction of policy text begin?
- Which interest groups are represented in the production of the policy text and which are excluded?
- What processes are used to construct the policy text and why?
- What compromises are made between the different interest groups and how were they negotiated?]
- Whose interests are the policy intended to serve?
- What are the dominant discourses of the policy text and which discourses are excluded?
- Are there any 'hidden' agendas?
- Which values are reflected in the policy?
- What issues constitute the focus of the policy? Related to global/international agendas?
- What are the key concepts in the policy?
- What is the format/language of the policy and why?
- Are there inconsistencies/contradictions in the policy text?

- Who is the intended audience?

- How accessible/understandable is the policy text to the audience?

- Are the steps for implementation set out as part of the policy text?

- Is the implementation funded?

- Is there a pre-specified mechanism to evaluate the policy?

Context of practice/effects: *What struggles are occurring over the policy practices/effects?*

- Is this policy being practiced in a wide variety of localized contexts? How are they different?

- Are global/international influences evident in the policy practices at local levels?

- How open is the policy to interpretation by practitioners?

- How well is the policy received?

- Who put the policy into practice?

- What processes are used to put the policy into practice and why?

- To what extent is the policy resisted? Collective or individual resistance?

- Are practitioners at the local level empowered by the policy?

- What are the unintended consequences?

- Is there a disjuncture between the original policy intent (macro level) and subsequent practices (micro level), and if so why?

Appendix D:

Questions used to Interrogate Discursive Policy Webs (Goldberg, 2005b)

Phase 1: Describe the Discursive Web and its Context

A. Situate the discourse in its policy context. Isolate boundaries.

1. What is the policy of interest?

2. What are the global, international and national influences on the policy discourse?

3. Who are the key stakeholders?

    a. What are their interests?

    b. What are the power relations between stakeholders?

4. What are the key documents for analysis?

B. Identify key discourses and their relationships (intertextuality).

5. What are the discourses operating?

6. How are the discourses related?

7. What is the interaction between discourses?

    a. Are they conflicting, competing or consistent?

    b. How is the conflict resolved?

8. How do the discourses compete for predominance?

9. How do some discourses silence, marginalize or legitimize others?

C. Expose the ideology operating through discourse.

10. How does the discursive web operate as a technology?

D. Highlight the predominant discourse and explain how it is predominant.

11. What is the predominant discourse?

12. How did the discourse become predominant?

13. How does the predominant discourse operate?

14.How does it maintain its predominance?

15. What is its impact on other discourses?

      a. How does it legitimize or marginalize other discourses?

E. Trace the discursive shifts and outline the current predominant discourse's temporal period.

16. What were the previous predominant discourses?

17. When did the discourse shift?

18. How did the previous discourse make it possible for the next discourse to emerge?

19. What traces are left from previous discourses?

20. How is the discourse sustained or limited in time?

Phase 2: Link Discourse to its Material Effects - Deconstruction

F. Link discourses to their material effects.

21. How does the discursive web orchestrate a version of truth that serves to discipline action and regulate behaviour?

22. What is the impact of the discursive web on the real world (intended or unintended)?

23. How do the different structural aspects within the textual document (e.g., paragraphs, sentences, phrases, clauses, grammar, speech acts, and vocabulary) work as strategies to impact reality in a specific way?

24. What is missing or silenced in the text?

Phase 3: Propose Social Change

G. Develop theory of Action.

25. Where is the space for counter discourses?

26. What counter discourses can be developed as forms of resistance?

Appendix E: The UUDLEs Framework

The Undergraduate Degree Level Expectations (UDLEs) formulated by the Ontario Council of Academic Vice-Presidents (OCAV)

	Baccalaureate/Bachelor's Degree	**Baccalaureate/Bachelor's Degree: Honours**
1. Depth and Breadth of Knowledge	a) a general knowledge and understanding of many key concepts, methodologies, theoretical approaches and assumptions in a discipline	a) a developed knowledge and critical understanding of the key concepts, methodologies, current advances, theoretical approaches and assumptions in a discipline overall, as well as in a specialized area of a discipline
	b) a broad understanding of some of the major fields in a discipline, including, where appropriate, from an interdisciplinary perspective, and how the fields may intersect with fields in related disciplines	b) a developed understanding of many of the major fields in a discipline, including, where appropriate, from an interdisciplinary perspective, and how the fields may intersect with fields in related disciplines
	c) an ability to gather, review, evaluate and interpret information relevant to one or more of the major fields in a discipline	c) a developed ability to: i) gather, review, evaluate and interpret information; and ii) compare the merits of alternate hypotheses or creative options, relevant to one or more of the major fields in a discipline
	d) some detailed knowledge in an area of the discipline	d) a developed, detailed knowledge of and experience in research in an area of the discipline
	e) critical thinking and analytical skills inside and outside the discipline	e) developed critical thinking and analytical skills inside and outside the discipline
	f) the ability to apply learning from one or more areas outside the discipline	f) the ability to apply learning from one or more areas outside the discipline
2. Knowledge of Methodologies	… an understanding of methods of enquiry or creative activity, or both, in their primary area of study that enables the student to: • evaluate the appropriateness of different approaches to solving problems using well established ideas and techniques; and • devise and sustain arguments or solve problems using these methods.	… an understanding of methods of enquiry or creative activity, or both, in their primary area of study that enables the student to: • evaluate the appropriateness of different approaches to solving problems using well established ideas and techniques; • devise and sustain arguments or solve problems using these methods; and • describe and comment upon particular aspects of current research or equivalent advanced scholarship.
3. Application of Knowledge	a) the ability to review, present, and interpret quantitative and qualitative information to: i) develop lines of argument; ii) make sound judgments in accordance with the major theories, concepts and methods of the subject(s) of study; and	a) the ability to review, present and critically evaluate qualitative and quantitative information to: i) develop lines of argument; ii) make sound judgments in accordance with the major theories, concepts and methods of the subject(s) of study; iii) apply underlying concepts, principles, and techniques of analysis, both within and outside the discipline; iv) where appropriate use this knowledge in the creative process; and

	b) the ability to use a basic range of established techniques to:
	
	    i) analyse information;
	    ii) evaluate the appropriateness of different approaches to solving problems related to their area(s) of study;
	    iii) propose solutions; and
	
	c) the ability to make use of scholarly reviews and primary sources.
		b) the ability to use a range of established techniques to:
		i) initiate and undertake critical evaluation of arguments, assumptions, abstract concepts and information;
		ii) propose solutions;
		iii) frame appropriate questions for the purpose of solving a problem;
		iv) solve a problem or create a new work; and
		
		c) the ability to make critical use of scholarly reviews and primary sources.

4. Communication Skills	… the ability to communicate accurately and reliably, orally and in writing to a range of audiences.	… the ability to communicate information, arguments, and analyses accurately and reliably, orally and in writing to a range of audiences.
5. Awareness of Limits of Knowledge	… an understanding of the limits to their own knowledge and how this might influence their analyses and interpretations.	… an understanding of the limits to their own knowledge and ability, and an appreciation of the uncertainty, ambiguity and limits to knowledge and how this might influence analyses and interpretations.

6. Autonomy and Professional Capacity	a) qualities and transferable skills necessary for further study, employment, community involvement and other activities requiring:
	  • the exercise of personal responsibility and decision-making;
	  • working effectively with others;
	
	b) the ability to identify and address their own learning needs in changing circumstances and to select an appropriate program of further study; and
	
	c) behaviour consistent with academic integrity and social responsibility.
		a) qualities and transferable skills necessary for further study, employment, community involvement and other activities requiring:
		  • the exercise of initiative, personal responsibility and accountability in both personal and group contexts;
		  • working effectively with others;
		  • decision-making in complex contexts;
		
		b) the ability to manage their own learning in changing circumstances, both within and outside the discipline and to select an appropriate program of further study; and
		
		c) behaviour consistent with academic integrity and social responsibility.

Appendix F: Curriculum Mapping Chart

UPR 2010-Curriculum Mapping Chart

Program Title: Consecutive P/J program

While all courses may address a number of UUDLES, those that are the primary responsibility of a particular course are indicated.

Course Title	Ethical Stance	Curriculum	Pedagogy	Autonomy	Worldliness
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
	A B C D	A B C D	A B C D	A B C D	A B C D

		E F G H	E F G	E	E F G H I J
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
	A B C D	A B C D E F G H	A B C D E F G	A B C D E A B C D	A B C D E F G H I

			E	J

What we noticed:

Program Title: Consecutive J/I Program

While all courses may address a number of UUDLES, those that are the primary responsibility of a particular course are indicated.

Course	Ethical Stance	Curriculum	Pedagogy	Autonomy	Worldliness
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
	A B C D	A B C D E	A B C D E	A B C D E	A B C D E

269

		F G H	F G		F G H I J
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
		A	A	A	A

	A B C D	B C D E F G H	B C D E F G	B C D E	B C D E F G H I J
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
Potential Gaps in J/I Program:					

What we noticed:

Program Title: Consecutive I/S Program

While all courses may address a number of UUDLES, those that are the primary responsibility of a particular course are indicated.

Course Title	Ethical Stance	Curriculum	Pedagogy	Autonomy	Worldliness
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
	A	A	A	A	A

	B C D	B C D E F G H	B C D E F G	B C D E	B C D E F G H I J
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
	A B C D	A B C D E F G H	A B C D E F G	A B C D E	A B C D E F G H I J
Potential Gaps in I/S Program:					

What we noticed: